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ABSTRACT

This year's Quality Counts, Education Week's comprehensive overview on the quality of American education, focuses on the relationship between teacher quality and the growing academic achievement gap. It includes profiles of hard-to-staff schools, state alternative certification programs, and surveys of the 50 states on recruiting, supporting, and retaining qualified teachers for high-need schools. It presents data from the 1999-00 Schools and Staffing survey and from a survey of the nation's largest school districts, examining public school students' access to qualified teachers. It examines the teacher gap, state and district policies, and indicators of states' public education systems. Results indicate that states and districts are taking steps to recruit and retain competent teachers, but these efforts are generally not aimed at finding teachers for high-poverty, high-minority, and low-achieving schools. Overall, students in high-poverty, high-minority schools are more likely to be taught by inexperienced teachers and out-of-field teachers. Teachers in high-poverty and high-minority schools report much more difficult working conditions than do teachers in other schools. Articles include: "The Great Divide" (Lynn Olson); "Swimming Upstream" (Lynn Olson); "Skirting Tradition" (Julie Blair); "The Job Seekers" (Bess Keller); "Increasing the Odds" (Jeff Archer); "Off Target" (Susan E. Ansell and Melissa McCabe); "The State of the States" (Kathryn M. Doherty and Ronald A. Skinner); "State Report Cards;" and "State Policy Updates." (SM)

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To Close the Gap, Quality Counts

For states to end the "achievement gap" between minority and nonminority students and those from rich and poor families, they must first end the "teacher gap": the dearth of well-qualified teachers for those who need them most.

States are taking steps to recruit and retain skilled teachers, but few efforts target the schools where they are needed most.

View our press release on *Quality Counts 2003* (requires Adobe's Acrobat Reader), as well as a PowerPoint presentation.

Quality Counts 2003 focuses on that teacher gap, its possible causes, and its potential solutions. Our survey of the 50 states and the District of Columbia found that states and districts are taking steps to recruit and retain competent teachers, but those efforts generally are not aimed at finding teachers for high-poverty, high-minority, and low-achieving schools.

Instead, state incentives are geared toward increasing the teacher supply overall or in specific subjects or regions. When states do target programs, they rarely keep track of whether those incentives are working, or where participants end up.

Research clearly shows the need to find qualified teachers for high-need schools. For this year's *Quality Counts* report, Richard M. Ingersoll, an associate professor of education and sociology at the University of Pennsylvania, analyzed public school students' access to qualified teachers, based on the 1999-2000 Schools and Staffing Survey. That federal database, known as SASS, includes a statistically representative sample of teachers across the United States.

AMONG THE FINDINGS:

- Almost a quarter of secondary school students (22 percent) take at least one class with a teacher who did not even minor in the subject he or she teaches. In high-poverty secondary schools, 32 percent of students take a class with a teacher who lacks even a minor in the subject.

- Secondary students in high-poverty schools are twice as likely as those in low-poverty schools (26 percent vs. 13 percent) to have a teacher who is not certified in the subject taught.

- About 44 percent of middle school students nationwide, and more than half of students in high-poverty middle schools, take a class with a teacher who hasn't acquired even a minor in the subject.

- By some measures, the teacher gap is considerable. About 70 percent of secondary students in low-poverty schools have teachers who have both majored in and become licensed in their subjects. Only about half of secondary students in high-poverty schools can say the same.

- Students in high-poverty, high-minority schools also are more likely to be taught by inexperienced teachers. At the elementary level, fewer than 9 percent of teachers in low-poverty schools have less than three years' experience, compared with more than 13 percent of teachers in high-poverty schools.

While it's not clear what factors attract or keep high-caliber teachers at certain schools, research suggests working conditions play an essential role. An analysis of SASS data by *Education Week* found that teachers in high-poverty and high-minority schools report much more difficult working conditions on some fronts than do teachers in other schools.

FOR EXAMPLE:

- Teachers in high-poverty schools were more likely than those in low-poverty schools to agree that student disrespect is a "moderate" or "serious" problem (56 percent vs. 37 percent); that students are unprepared to learn (80 percent vs. 45 percent); and that lack of parent involvement is a moderate or serious problem (75 percent vs. 36 percent). Larger percentages of teachers in such schools also stated that student and teacher absenteeism and student apathy were moderate or serious problems in their schools.

- Teachers in high-poverty or high-minority schools were less likely to agree that they were satisfied with their salaries, received a great deal of support from parents, or had the necessary materials to teach. They also were less likely to agree that there was a "great deal of cooperative effort among the staff members."

Now, states and districts are under new pressure to guarantee a skilled teacher in every classroom. The "No Child Left Behind" Act of 2001 requires states to ensure that all teachers of the core academic subjects are "highly qualified" in every subject they teach by the end of the 2005-06 school year. Newly hired teachers in schools receiving Title I money must have satisfied those requirements this school year. *Education Week*'s survey of the 50 states and the District of Columbia found that much remains to be done if states are to meet the challenge in the new federal law.

FOR INSTANCE:

- Twenty-two states require that school or district report cards include information about teacher characteristics, such as the percent with emergency credentials. Just four publicly report teacher qualifications disaggregated by school type.

- Only California, Indiana, Kentucky, Louisiana, and Tennessee provide parents with information about the credentials of every public school teacher on a Web site.

- Kentucky alone bars out-of-field teaching, or the practice of assigning teachers to classes for which they are not certified. Ten additional states either limit the number of out-of-field teachers in a school or district or impose accreditation penalties on districts that hire too many out-of-field teachers.

- Twenty-four states provide college scholarships, loans, or other tuition assistance to future teachers, but only seven of them target such programs at candidates committed to teaching in high-poverty, high-minority, or low-achieving schools.

- Five states provide signing bonuses for teachers, but only California and Massachusetts gear such bonuses toward teachers willing to work in high-need schools or districts.

- Thirty-four states and the District of Columbia offer retention bonuses to veteran or highly qualified teachers, primarily those who have earned certification from the National Board for Professional Teaching Standards. But only five of them target those bonuses at teachers in high-need schools.

For *Quality Counts 2003, Education Week* also conducted a survey of 30 of the nation's largest school districts. This survey found that many districts have efforts to recruit and keep skilled teachers, though most do not zero in on placing those teachers in high-need schools.

One way that states and districts have tried to increase the supply of well-qualified teachers is through alternative routes that streamline entry into the profession for midcareer job-switchers or those with bachelor's degrees. All but six states have alternative routes in place. *Quality Counts* found that 24 states and the District of Columbia have created or regulate alternative routes that include both a preservice and a mentoring component. New federal rules require that teachers enrolled in alternative routes receive high-quality professional development before and while teaching and a program of intensive supervision or mentoring for the teachers to be considered "highly qualified."

This year's edition of *Quality Counts* also charts progress in other facets of states' education systems. In addition to presenting the latest data on student achievement, it grades states in four areas: standards and accountability, efforts to improve teacher quality, school climate, and resources. This year, states averaged a C across those categories.

Quality Counts 2003 is divided into three sections. "The Teacher Gap" ("Feature Stories" on Web) examines the special theme of this year's report. "Ensuring Qualified Teachers" ("Teacher Quality Data" on Web) tracks state and district policies and indicators related to the theme. "State of the States" ("State Data" on Web) includes more than 100 indicators of the health of each state's public education system. State updates summarize state policy changes in education during the past year.

—The Editors

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The Great Divide

By Lynn Olson

> *"The Spanish teacher, Mr. Miller, I don't feel was qualified to teach Spanish at all because he didn't seem to know too much Spanish hisself. He was also absent from class. And when I say absent, I mean I would see him there, but he wouldn't come to my actual period. ... We had a numerous amount of substitutes in that classroom for a while. And during those times we had those substitutes we watched movies in class. We played games in class. We basically had a free period where we did whatever we wanted to. We had different substitutes almost every day. And then we had a final at the end of that. And I don't understand how they could have gave us a final in Spanish when we did not learn a lick of Spanish. I think they really should have tested me on the movies I was sitting there watching."*
>
> —Alondra Jones, former student, Balboa High School, San Francisco

Across the nation, states are raising their expectations for what students should know and be able to do. Increasingly, students must meet those expectations to graduate from high school or move on to the next grade. But states have not been as rigorous in ensuring that students have teachers who know their subjects and can teach. To the contrary, the deck is often stacked against those children who need help the most.

- **The Great Divide**
  - Deciding Factors
- **Swimming Upstream**
  - Thwarted by Fact and Fiction
  - The Road Less Taken
  - Mission: Stability
- **Skirting Tradition**
- **The Job Seekers**
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  - Teacher Profiles
- **Increasing the Odds**

Quality Counts 2003 focuses on this "teacher gap"—the fact that students in high-poverty, high-minority, and low-achieving schools have the least access to skilled instructors. Consider:

- In California, 23 percent of teachers in the state's lowest-achieving schools lacked full credentials to teach in the 2000-01 school year, compared with only about 6 percent of teachers in the highest-achieving schools.

- In Missouri, the lowest-performing students have teachers with the lowest scores on the ACT college-admissions test. High-poverty, high-minority districts also employ a disproportionate share of new teachers and those with low ACT scores.

Students in high-poverty, high-minority, and low-performing schools have less access to well-qualified teachers.

- In New York state, an analysis of data from 1984-85 through 1999-2000 found that fewer than half the teachers in some high-poverty, high-minority schools were fully certified in all the courses they taught. Low-income, low-achieving, and nonwhite students also were more likely to have teachers who lacked prior teaching experience, had failed a teacher-licensing exam on the first try, or had attended less selective colleges as undergraduates.

Nationally, according to an analysis conducted for *Quality Counts*, nearly one-third of students in high-poverty secondary schools, and one in four students in high-minority secondary schools, take at least one class with a teacher who hasn't even minored in the subject. That compares with fewer than one-fifth of students in low-poverty or low-minority schools.

"If you want to understand the root of the achievement gap," says David Haselkorn, the dean of national education programs and policies at Lesley University in Cambridge, Mass., it's the teacher gap that exists between the affluent schools and the less affluent schools. It's scandalous."

The educators committed and willing to work in high-poverty, high-minority, and low-achieving schools clearly are not to blame for such inequities. Indeed, many skilled teachers are working in those schools. Rather, political inaction and fragmented and incoherent policies, combined with difficult working conditions, contribute to the maldistribution of well-qualified teachers.

CHARTS

A class action has been filed against California, in fact, alleging that the state has failed to ensure all students basic education necessities, including trained teachers. Quotes from Alondra Jones and other students in this article were taken from depositions in *Williams et al.* v. *the State of California* and from research by Michelle Fine, a professor of psychology at the Graduate Center of the City University of New York, that has been offered as expert testimony for plaintiffs in the case.

State Policies to Attract and Retain Qualified Teachers

'Highly Qualified' Teachers

Out-of-Field Teaching

Now, states and districts are under new pressure to guarantee a skilled teacher in every classroom. The federal "No Child Left Behind" Act of 2001 requires states to ensure that all teachers of the core academic subjects—English, reading or language arts, mathematics, science, foreign languages, civics and government, economics, history, geography, and the arts—are "highly qualified" in every subject they teach by the end of the 2005-06 school year. Newly hired teachers in schools receiving federal Title I money must have met the law's requirements this school year.

The law, a revision of the landmark Elementary and Secondary Education Act first passed in 1965, defines "highly qualified" educators as those who are fully licensed through alternative or traditional routes and who have demonstrated competency in the subjects they teach, either by having an academic major or its equivalent or by passing a subject-matter test. The law also requires that state and district report cards provide information about teacher qualifications, including the percentage of classes not taught by highly qualified teachers at high- vs. low-poverty schools. Schools receiving Title I aid—those that generally enroll youngsters from low-income families—must notify parents when their children are taught by a teacher who does not meet the criteria for being highly qualified.

Congress passed the requirements based on evidence that effective teachers matter.

Economists Steven G. Rivkin and Eric A. Hanushek found that the best teachers, compared with their least effective colleagues, can get an additional year's worth of learning out of their students. The importance of having an effective teacher is so pronounced, they suggest, based on research in Texas, that having a very good teacher instead of an average teacher for four or five years in a row could essentially close the gap in math performance between students from low-income and high-income households. "The magnitude of the teacher effect is striking," says Hanushek.

Congress passed new teacher quality requirements based on evidence that effective teachers matter.

Similarly, research in Tennessee by William L. Sanders has concluded that the difference in achievement between students who attended classes taught by high-quality and low-quality teachers for three consecutive years is huge: approximately 50 percentile points on standardized tests. And African-American students, Sanders found, were overrepresented in the least effective teachers' classrooms.

> *"The teachers that I have, they're not dedicated to helping out the students, especially most of the math teachers. You know, I sit there. I have problems with math. I usually get B's and C's, only a few A's. ... I ask questions to my geometry teacher, and he's like, 'read the book.' I've read the book about 15 times. He's like, 'read the book.' And I've read it. And he just can't explain it to me, and I'm not learning."*
>
> —Male high school student, Oakland, Calif.

Although research confirms that teachers matter, it's less conclusive about which teacher characteristics are related to higher student achievement.

The problem is that many of the characteristics of a good teacher cannot be easily measured. And studies about the importance of those traits that can be quantified—such as subject-matter knowledge or licensure—are often complex, inconclusive, or even contradictory.

Studies have found, for example, that students whose teachers have better cognitive ability or verbal skills—as measured by basic-skills tests, SAT or ACT scores, and the selectivity of the colleges they attended—generally achieve more.

Teachers' knowledge of their subjects also appears to influence student performance. A number of studies, for instance, indicate that high school math and science teachers with coursework in their fields have students who achieve more than students whose teachers have less formal training in their subjects. But the findings are not as clear for other subjects, such as English.

Inexperienced teachers—particularly those with less than three years on the job—also produce smaller learning gains than their more experienced colleagues. The negative effects of having teachers who are still learning to teach is particularly pronounced for students from poor families, according to research by Hanushek and others.

Teachers' verbal skills and subject knowledge appear to influence student performance.

Less agreement exists about whether credentialed teachers are more effective than those without full licenses to teach, or about what kind of pedagogical preparation matters.

While some studies suggest that uncredentialed teachers are less effective in the classroom, others have failed to find a link between teacher certification and student achievement. Each research camp criticizes the other for poor methodology.

Such conflicting findings have led to sharply divergent policy prescriptions. On one side are those who want to regulate entry into teaching more tightly and ensure that all teachers possess subject-matter and pedagogical knowledge as well as student-teaching experience. On the other are those who want to loosen the requirements to let more nontraditional candidates into the profession. At the same time, those advocates would give principals more power to hire and fire on the basis of teachers' potential or actual ability to raise student achievement.

> *"Our math teacher we had last year, he was like, he couldn't deal with the class. So I'm thinking, why would, I mean, how did you even become a teacher if you weren't practicing being in the class with kids or something? Because as soon as the first day we came in, he just couldn't handle it. He didn't know how to tell people to be quiet. ... Every five minutes he was calling the office, I'm sending the kid down, want a referral. And the office called, they was just getting tired of it. They was like, you can't send nobody else out of that classroom. You just can't. And then the next thing you know, he didn't come back. And then that's when we had a substitute. And then we had a substitute for like a whole semester. And then, it's like at the end of the semester, we was all worried about ... how we going to get our grades? Like, that's going to mess our GPA. And do you know, everybody in that class ... got an incomplete on their report card. So it was like, we didn't get no credits or nothing."*
>
> —Female high school student, San Francisco

Teacher characteristics may explain only a fraction of what makes a teacher effective. But the grim truth is that no matter which characteristic you choose, students in high-poverty, high-minority, and low-achieving schools come up on the short end of the stick.

As R. Hamilton Lankford, an economist at the State University of New York at Albany, notes, based on his analysis of New York data: "Schools that have low-quality teachers as measured by one attribute are more likely to have low-quality teachers based on all other measures."

For *Quality Counts 2003,* Richard M. Ingersoll, an associate professor of education and sociology at the University of

Pennsylvania, analyzed public school students' access to highly qualified teachers, based on the 1999-2000 Schools and Staffing Survey, or SASS. That federal database includes a statistically representative sample of teachers across the United States.

Students in high-poverty, high-minority, and low-achieving schools come up on the short end of the stick.

For purposes of the analysis, high-poverty schools are defined as those in which at least half the students qualify for subsidized school meals. High-minority schools are those in which at least half the students are nonwhite. Low-poverty and low-minority schools have 15 percent or fewer students who fit such categories. Among the SASS findings:

- Sixteen percent of high school students nationwide, and 44 percent of middle school students, take at least one class with a teacher who did not even minor in the subject being taught. In high-poverty schools, nearly a fifth of high school students and more than half of middle school students take at least one course with a teacher who did not even attain a minor in the subject.

- Secondary students in high-poverty schools are twice as likely as those in low-poverty schools (26 percent vs. 13 percent) to have teachers who are not licensed in the subjects they teach.

- Students in high-poverty and high-minority schools are more likely to be taught by inexperienced teachers. At the elementary level, fewer than 9 percent of teachers in low-poverty schools have less than three years' experience, compared with more than 13 percent of teachers in high-poverty schools. In high-minority elementary schools, nearly 15 percent of teachers are novices.

- Students in high-poverty and high-minority schools also are more likely to be taught by newcomers with no practice-teaching experience. In schools where a majority of students are members of minority groups, nearly 17 percent of novice teachers never student-taught, compared with fewer than 6 percent in low-minority schools. In high- vs. low-poverty schools, those figures are 15 percent and 7 percent, respectively.

> ***Focus-group leader:*** *"What do you do when you get a teacher that you kind of trust, that you're learning from, that you got something going with, and then they switch it?"*

> ***Girl:*** *"It's hard for you to get back."*
>
> ***Girl:*** *"And it messes up your GPA."*
>
> ***Q:*** *"Tell me how it makes you feel, how you think, what do you do then? Just go through it."*
>
> ***Girl:*** *"You start to hate that subject."*
>
> ***Boy:*** *"Yes, exactly."*
>
> ***Q:*** *"You start to what?"*
>
> ***Girl:*** *"Hate that subject."*
>
> ***Boy:*** *"You start all over."*
>
> ***Q:*** *"Why?"*
>
> ***Girl:*** *"Because it's not the same. All teachers teach differently."*
>
> —High school students, San Francisco

Schools serving high-poverty, high-minority, and low-achieving students have a harder time not only finding qualified teachers, but also keeping them. In high-poverty middle schools in Philadelphia, for example, 46 percent of teachers in 1999-2000 had come to their schools within the previous two years.

"It is almost impossible for school staffs to address serious problems together when faculty turnover is so high," says Elizabeth L. Useem, the director of research and evaluation for the Philadelphia Education Fund, a nonprofit group that promotes school improvement.

More than half of the teacher turnover that schools and districts experience, according to the University of Pennsylvania's Ingersoll, stems not from retirement but from the voluntary and involuntary movement of teachers from school to school and district to district. Schools in high-poverty communities experience a disproportionate share of disruptions stemming from the steady loss of teachers.

In Texas, Hanushek and his colleagues found that more than 25 percent of teachers in schools in the bottom quartile of achievement left their schools each year, compared with fewer than 20 percent of teachers at schools in the top quartile. Low-achieving students, the researchers conclude, are much more likely to have teachers who are new both to their schools and to the profession.

Research shows that as teachers switch jobs, they systematically move to sites with fewer poor, minority, and low-achieving students.

'It is almost impossible for school staffs to address serious problems together when faculty turn over is so high.'

Elizabeth L Useem, Director of Research and Evaluation, Philadelphia Education Fund

Although it appears that teachers may be fleeing students with certain characteristics, some studies suggest it's the poor working conditions often associated with high-poverty, high-minority schools that are the primary culprit.

In a study of 50 newly minted teachers in Massachusetts, researchers at Harvard University's graduate school of education found that all the teachers who switched schools voluntarily transferred to sites serving wealthier populations than their original schools did. But the teachers said they were not seeking more affluent students; they were seeking schools where they could be successful.

The respondents reported that they felt their chances for success depended largely on a set of school-site factors, including their teaching assignments and workloads, student behavior, the supportiveness of principals and colleagues, the availability of effective curricula and other resources, and the schools' relationship with parents.

Similarly, a study by Linda Darling-Hammond and Susanna Loeb of Stanford University found that salaries and working conditions, not student characteristics, predicted high turnover in California schools.

"Because bad working conditions and relatively noncompetitive salaries are coincident with low-income and minority student populations, we often have been confused about what the major drivers are," says Darling-Hammond, a professor of education.

"That's not to say that neighborhoods don't make a difference in people's desires about where to teach, or that there aren't some teachers who are fearful or antagonistic about working in high-minority neighborhoods," she adds. "But they don't appear to be the dominant driver, when you control for working conditions and salaries."

Based on an analysis of SASS data by *Education Week*, teachers in high-poverty and high-minority schools report much more difficult working conditions across a variety of measures than do teachers in other schools.(See "Deciding Factors.")

At Los Angeles Senior High School, a sprawling building of more than 4,000 students, fourth-year teacher Rebecca Solomon says, "Everything pushes [new teachers] out."

The Title I school, which operates on a multitrack schedule, has some 180 teachers, 110 of whom are in the building at any one time. Classes have as many as 42 students. Lunch is 30 minutes, grabbed on the fly. Solomon, who teaches social studies, has no permanent room of her own, and nowhere to be during the periods when she is not teaching.

"And people leave [the school] right away," she sighs, her voice becoming quieter. "You're struggling to make adult, human contact. You're struggling to make contact with your students, because in a room with 42 students, my ability to know my students is minimal. ... It's a very deadening environment that seeks to suck up your humanity."

What keeps her there, she says, are the students and a small network of supportive colleagues.

Given such challenges, Hanushek and his colleagues estimate that high-poverty, high-minority schools may have to pay an additional 20 percent, 30 percent, or even 50 percent in salaries to attract the best candidates. Across-the-board raises and single-salary schedules that pay all teachers the same, regardless of their teaching assignments or effectiveness, will fail to compensate for the labor-market disadvantages facing such schools, the researchers argue.

Other studies suggest that mentoring or induction programs can increase teacher-retention rates and help rookies become more effective. But such programs often fail to deliver. A survey of new teachers in New Jersey found that 74 percent had mentors, yet only 17 percent had been observed teaching by their mentors. Particularly in schools with high concentrations of beginners, finding enough veterans to provide adequate support and supervision may be difficult.

> *"Well, what I think they should do is hire teachers that are going to expect the best from us. Because what they're doing right now is limiting us."*
>
> —Female high school student, Oakland

Today, states are taking steps to find and keep high-caliber teachers, as are many of the nation's largest districts.

New York state, for example, has prohibited the hiring of uncertified teachers in its lowest-performing schools. And the state board of regents is phasing in a requirement that by September of this year, no teacher can be unlicensed. The state also has adopted a range of incentives to increase the supply of well-qualified teachers, including annual bonuses of $10,000 for up to three years for teachers certified by the National Board for Professional Teaching Standards who work in low-performing schools.

Similarly, California has established a number of incentives to entice first-rate teachers to low-performing schools, including: a college loan-forgiveness program; housing incentives; waivers of state testing and licensing fees for candidates willing to teach in hard-to-staff, low-performing schools; and bonuses for board-certified teachers who agree to work in such schools. The state also provides grants to districts that they can use for signing bonuses, improved working conditions, and other steps to enhance teacher quality.

Most state efforts to recruit and retain teachers are not targeted at high-poverty, high-minority, or low-achieving schools.

But most state efforts to recruit and retain teachers are not targeted at high-poverty, high-minority, or low-achieving schools, where well-qualified teachers are needed most. Rather, state incentives are geared toward increasing the supply of teachers overall or in specific subjects, like mathematics or science. When states do target their programs, they rarely keep track of whether those incentives are working, or whether program participants actually end up teaching at high-need schools.

Faced with a sluggish economy, some states have been pulling back on their existing initiatives or failing to finance them. Mississippi, for example, scaled back a scholarship program designed to draw teachers to areas where they are needed most.

States, in general, are far from ensuring a highly qualified teacher in every classroom by the end of the 2005-06 school year, as required by the 2001 federal law. For instance:

- Twenty-two states require that school or district report cards include information about teacher characteristics, such as the percent of fully licensed teachers or those with emergency credentials. But only four publicly report teacher qualifications in high- vs. low-poverty schools.

- Kentucky is the only state that bars out-of-field teaching, or the practice of assigning teachers to classes they are not licensed to teach.

- Twenty-four states provide college scholarships, loans, or other tuition assistance to prospective teachers, but only seven of them target such programs at candidates committed to working in high-poverty, high-minority, or low-achieving schools.

- Six states offer housing aid to teachers, but only three of them gear the incentives toward teachers willing to work in the neediest schools.

- Sixteen states require and finance induction programs to support all beginning teachers in the classroom, but only five of them require more than one year of mentoring for novices.

- Five states provide signing bonuses for teachers, but only California and Massachusetts gear such bonuses to teachers willing to work in high-need schools or districts.

- Thirty-four states and the District of Columbia offer retention bonuses to veteran or highly qualified teachers, primarily those who have earned national board certification. But only five of them target those bonuses to teachers in high-need schools.

For *Quality Counts 2003, Education Week* also surveyed 30 of the nation's largest school districts. The survey found that many of those districts are pursuing efforts to hire and keep highly qualified teachers, but that most such policies are not focused on placing those teachers in schools where they are most needed. (See chart, "Attracting Qualified Teachers to Districts.")

One way that states have tried to increase the supply of skilled teachers is through the creation of so-called alternative routes that streamline entry into the profession for midcareer job-switchers and those who already hold bachelor's degrees. Data suggest that such programs have been effective at recruiting more minority and male candidates into teaching, and that many of those new teachers are willing to work in high-need schools.

If states have learned anything so far, it's that providing highly capable teachers for the students who need them most is not amenable to easy, one-shot solutions.

But many alternative-route programs are designed to increase the pool of teachers in general, not to recruit candidates for specific types of schools. And few states or districts keep statistics on where such recruits end up. Moreover, the fact that alternative-route candidates may be more likely to teach the nation's neediest children is a double-edged sword. While some studies have found such candidates are just as effective as traditional teacher education graduates, others suggest that is not the case.

One problem is that the quality of alternative routes varies widely. Although some alternative routes graduate effective new teachers who stay in teaching, other programs permit individuals to enter the classroom with minimal prior training or experience working with children. Many alternative-route candidates also must take evening and weekend classes while carrying full teaching loads.

And having such teachers disproportionately wind up in high-need schools perpetuates a pattern in which poor and minority students are taught by a higher-than-average share of new and inexperienced educators.

"These programs are very different," Johnson of Harvard observes. "Some of them are really preparing people to learn on the job, and some of them are excuses for stamping people as 'certified' and therefore meeting federal requirements."

Indeed, critics question whether alternative-route candidates who are new to the profession and still working to earn full credentials should be considered "highly qualified" under the federal law.

"By any normal definition, a highly qualified professional is someone with not only training but experience," says Ken D. Futernick, a professor of education at California State University-Sacramento.

Quality Counts found that 24 states and the District of Columbia have state-created or -regulated alternative routes that include both preservice and mentoring components. New federal rules require that teachers enrolled in alternative routes receive high-quality professional development before and while teaching and a program of intensive supervision or mentoring for the teachers to be considered "highly qualified."

> *"[T]he whole period was instruction time. There was never a time where we would begin late or end early. And the whole time—he would give us work like every day. Every day we had work. ... Sometimes I would talk to him if I didn't understand one of the assignments and he would explain it to me. And then he'll also tell me I can come after school."*
>
> — D'Andre DeVon Lampkin, former student, Crenshaw High School, Los Angeles, when asked about his best teachers

The circumstances that have contributed to the inequitable distribution of the nation's teaching force didn't happen overnight. Nor will they be corrected overnight. If states have learned anything from their efforts so far, it's that providing highly capable teachers for the students who need them most is not amenable to easy, one-shot solutions.

"It's a real struggle," says California state Sen. Dede Alpert, a Democrat. "But I think everybody now is pretty much focused on this."

The stakes could not be higher. As one California high school student replied when asked about her teachers: "If I can't learn from you, who am I supposed to learn from?"

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ON THE WEB

An overview of *Williams et al.* v. *State of California*, the case charging that the state has failed to ensure all students basic education necessities, including trained teachers, is provided by the Institute for Democracy, Education, and Access at UCLA.

The Department of Education provides resources on the final Title 1 regulations under the federal "No Child Left Behind" Act of 2001, including a summary.

The National Governors Association offers a summary of the NCLB's teacher quality requirements, plus related resources.

"Teachers, Schools, and Academic Achievement," July 2002, by Steven G. Rivkin, Eric A. Hanushek, and John F. Kain, finds that high-quality teachers "are capable of erasing deficits associated with family differences and income." (Require Adobe's Acrobat Reader.) Posted by Stanford University's Hoover Institution's page on Eric A. Hanushek.

"Cumulative and Residual Effects of Teachers on Future Student Academic Achievement," November 1996, by William L. Sanders and June C. Rivers, concludes that "As teacher effectiveness increases, lower achieving students are the first to benefit." (Require Adobe's Acrobat Reader.) Posted by the Heartland Institute.

An overview of the "1999-2000 Schools and Staffing Survey" is available from the National Center for Educational Statistics. See also a SASS statistical analysis report, "Qualifications of the Public School Teacher Workforce: The Prevalence of Out-of-Field Teaching 1987-88 to 1999-2000." (Require Adobe's Acrobat Reader.)

"Teacher Staffing in the School District of Philadelphia," a 2002 "report to the community" from the Philadelphia Education Fund, asserts that "multiple factors are operating to decrease the supply of new teachers for the city and to reduce the district's ability to hold on to its experienced teachers." (Requires Adobe's Acrobat Reader.)

"Pursuing a 'Sense of Success': New Teachers Explain Their Career Decisions," which examines new teachers' career movement, is part of a larger study of 50 Massachusetts teachers conducted by The Project on the Next Generation of Teachers at Harvard University's Graduate School of Education. (Requires Adobe's Acrobat Reader.)

A separate PNGT survey report, February 2002, on new teachers in New Jersey, examines how well new teachers are supported by their schools' professional culture. (Requires Adobe's Acrobat Reader.)

Read "A Different Approach to Solving the Teacher Shortage Problem," a January 2001 policy brief from the Center for the Study of Teaching and Policy. Based on a report by Richard M. Ingersoll, the article summarizes Mr. Ingersoll's research on "the sources of school staffing problems and teacher shortages." The full report is also available. (Requires Adobe's Acrobat Reader.)

"Recruiting Teachers for Hard-to-Staff Schools: Solutions for the Southeast and the Nation," a January 2002 policy brief from the Southeast Center for Teaching Quality, suggests that more than money will be needed to attract and retain teachers in hard-to-staff schools. Also, "What It Means To Be a 'Highly Qualified' Teacher," by Barnett Berry. (Both require Adobe's Acrobat Reader.)

In "Access to Quality Teaching: An Analysis of Inequality in California's Public Schools," Stanford University researcher Linda Darling-Hammond examines discrepencies in teacher quality in California. Posted as an "expert report" by the law firm of Morrison and Foerster. (Requires Adobe's Acrobat Reader.)

The National Board for Professional Teaching Standards provides information on its national certification. Some states are offering bonuses to teachers who are certified by NBPTS.

PHOTOS: Rebecca Malone is a rarity in the teaching profession: a high-caliber teacher who chose to transfer to a disadvantaged school.
—Robin Nelson for *Education Week*.
Rebecca Solomon and fellow teachers at her urban high school share a converted storage room where they prepare for classes.
—Steve Goldstein for *Education Week*

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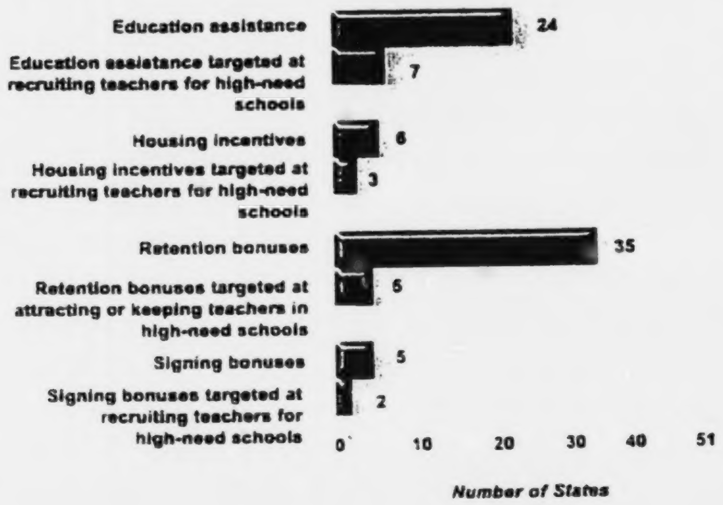
State Policies to Attract and Retain Qualified Teachers

States are using a variety of incentives to attract and retain teachers, but only a few of these efforts are focused on securing teachers for high-poverty, high-minority, or low-performing schools.



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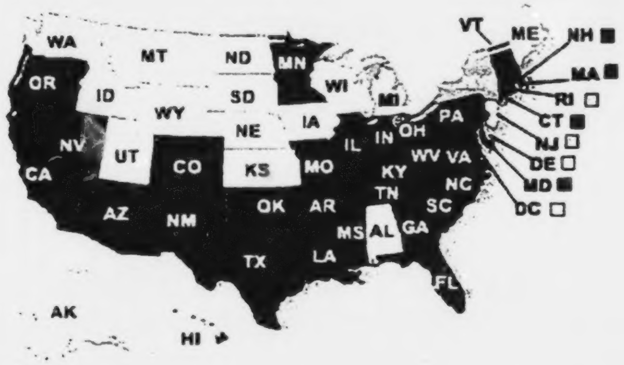
'Highly Qualified' Teachers

According to the "No Child Left Behind" Act of 2001, by the end of the 2005-06 school year, all teachers must be able to demonstrate their knowledge by passing rigorous subject tests or by majoring in the subjects they teach.



■ **State requires subject-knowledge test for beginning license (31)**

☐ **State requires middle and high school teachers to major in subject (2)**

☐ **State requires neither a subject test for beginning license nor a major in the subject for middle and high school teachers (15)**

☐ **State requires both a subject-knowledge test for beginning license and majors for middle and high school teachers (3)**

Note: The District of Columbia is included in the analysis. Total state count=51.

SOURCE: *Education Week* annual state survey, 2002

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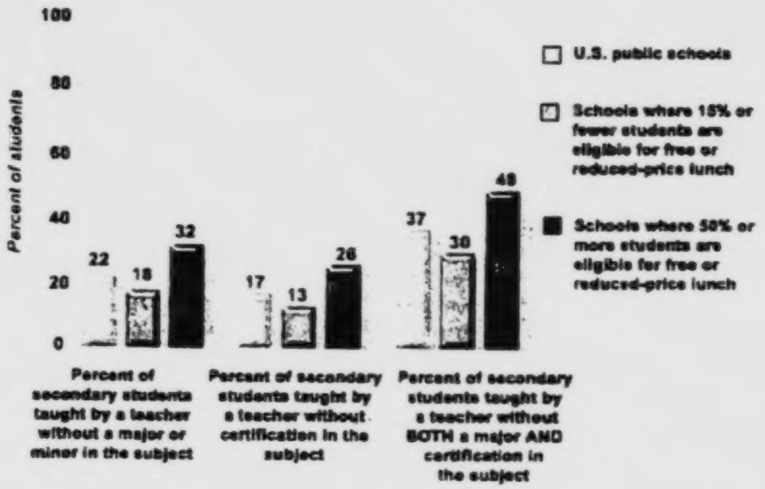
Out-of-Field Teaching

According to data from the 1999-2000 Schools and Staffing Survey, students in high-poverty schools are more likely to be taught by teachers without sufficient qualifications.



SOURCE: Special analysis of National Center for Education Statistics, Schools and Staffing Survey (1999-2000) for *Education Week* by Richard M. Ingersoll, University of Pennsylvania, 2002

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January 9, 2003

Swimming Upstream

By Lynn Olson

- The Great Divide
  - Deciding Factors
- Swimming Upstream
  - Thwarted by Fact and Fiction
  - The Road Less Taken
  - Mission: Stability
- Skirting Tradition
- The Job Seekers
  - Hiring Headway
  - Teacher Profiles
- Increasing the Odds

Overcrowding. Lack of materials. Lack of support. A general distrust of initiative. Those are just some of the vexations that fourth-year teacher Rebecca Solomon of Los Angeles High School says push new teachers out of high-poverty, high-minority, and low-achieving schools.

"What keeps them," says the Southern Californian, "is finding a small support group, either within their department or outside their department. Either that, or an extreme form of isolation in which they really just shut the door and don't let anything bother them."

Studies have pointed to a number of factors that contribute to the difficulty of attracting and keeping teachers in such schools, including noncompetitive salaries and the characteristics of the students themselves. But increasingly, researchers have targeted working conditions as a vital piece in explaining why new teachers leave—or stay.

Making low-performing schools attractive to highly qualified teachers is a complex undertaking.

Elizabeth L. Useem, the director of research and evaluation for the Philadelphia Education Fund, has interviewed middle school principals in high-poverty, high-minority buildings with low staff turnover. She's found that such schools are characterized by a safe and orderly environment that is welcoming and respectful to all; ongoing support for new teachers; the timely provision of materials; and principals who are strong instructional leaders and who delegate authority and develop the leadership skills of others.

"Teachers will stay in schools like that even if they have opportunities to go to 'better' schools, with higher test-score performance or wealthier kids," Useem asserts.

The following articles profile hard-to-staff schools in three different environments: an elementary school in the midsize city of Baton Rouge, La., a high school in rural Halifax, N.C., and a middle school in Philadelphia that has managed to build a stable teaching staff.

Their experiences underscore the complex challenges of making such places attractive to highly qualified teachers with other options. While each site has adopted strategies to lure teachers in and keep them there, administrators admit they are swimming upstream.

They also battle the image that such schools are chaotic, and even dangerous places to work. As these stories illustrate, that picture is far from the case. But the educational challenges are real.

Quality Counts *is produced with support from the Pew Charitable Trusts.*

PHOTOS: Walter Hopewell is among the teachers who have helped stabilize the staff at Roosevelt Middle School, located in a decaying Philadelphia neighborhood.
—Michael Branscom for *Education Week*

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January 9, 2003

Thwarted by Fact and Fiction

By Jeff Archer

Baton Rouge, La.

The two schools reside in the same district, yet they exist in different worlds.

- **The Great Divide**
  - Deciding Factors
- **Swimming Upstream**
  - Thwarted by Fact and Fiction
  - The Road Less Taken
  - Mission: Stability
- **Skirting Tradition**
- **The Job Seekers**
  - Hiring Headway
  - Teacher Profiles
- **Increasing the Odds**

Shenandoah Elementary shares its name with a nearby country club in a seemingly endless subdivision of neat houses with golf-course-like lawns. Inside, the school displays a trophy won by its parents' group for achieving 100 percent membership. Near the main office hangs a framed newspaper clipping that names the school the "best performing" in the region.

A 35-minute drive away, Greenville Elementary shares space along a tired commercial strip with a check-cashing service. Behind the school, tiny, dilapidated houses sit next to tiny, well-kempt ones on streets without curbs or sidewalks. At its open house this past fall, classes of 26 students drew fewer than six parents. The school is on Louisiana's watch list for possible state intervention.

Not only do tough working conditions scare good teachers away, so do myths about working in disadvantaged schools.

It's little surprise, says Greenville Principal Mona Collins, that more than a quarter of her teachers this school year are new to the profession, and more than half are new to the building. Shenandoah, meanwhile, has no first-year teachers.

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"Once people get [to a school like Shenandoah], they stay and stay," says Collins, herself the fourth person to occupy her school's main office in two years. "You work harder in an inner-city school. When we get [the children] in kindergarten, they're already behind."

Greenville Elementary School is just one of many examples here in the East Baton Rouge system that reveal the complex staffing challenges faced by urban schools across the country. In the competition to attract and retain qualified teachers, they find themselves pitted against schools in far greener pastures.

"It's real hard to go out and find a group of people who will look you in the eye and say, 'I really want to go to one of your most challenging schools,' " says Clayton M. Wilcox, the superintendent of the 52,000-student district. "We have people who apply for teaching positions here in this district who drive up to the school and don't show up for the interview."

'Bleeding the Whole Year'

Fanning out from the eastern bank of the Mississippi River, East Baton Rouge Parish is a study in contrasts.

With 380,000 residents, the parish—the Louisiana equivalent of a county—plays host to casinos, the state's flagship university, and an expanse of oil refineries. Its anchor city of Baton Rouge is the state capital. As the target of a 46-year-old desegregation case, the local school system has watched as white flight has pushed much of the middle class far beyond the city's compact downtown, leaving many close-in neighborhoods ever more poor and black.

CHARTS

Teacher Preparation and Experience In Louisiana

Recently, the cash-strapped district has become prime poaching ground for other school systems in need of teachers. Transferring to a neighboring parish can hike an educator's salary by a few thousand dollars. Nearby Texas districts, which pay even more, often place help-wanted ads in the local paper here. "We're bleeding the whole year," says Wilcox. "Never a month goes by that we're not hiring teachers."

But wages don't explain the inequities within East Baton Rouge. Shenandoah Elementary School pays its teachers on the same scale as the rest of the system, and yet its principal keeps in her desk an inch-thick stack of résumés dropped off by teachers wanting to work there.

Here, as elsewhere, poverty is one of the best predictors of turnover. District records from this past fall show that among the 15 elementary schools with the smallest concentrations of poverty, in just one did more than 25 percent of the teachers have less than four years' experience. Meanwhile, in 11 of the 15 most impoverished elementary schools, more than a quarter of the teachers had been on the job for less than four years.

Educators in high-need schools here blame a combination of fact and fiction. Teaching in such schools, they contend, isn't the hellish experience that many of their counterparts elsewhere fear it is. But the concentration of grinding poverty does produce real challenges.

That's what Shandella Jackson found this year when she came to Delmont Elementary. The school sits within walking distance of the ExxonMobil refinery and in the shadows of a raised highway that bisects the surrounding neighborhood. About 20 percent of the school's teachers have less than a year's experience. Jackson, now in her fourth year in the profession, wound up at Delmont after budget cuts eliminated her job at another school that, she says, "teachers are fighting to get into."

Of her new school, she says: "It's not the horror stories that I had been hearing." A clean, bright school with recent renovations, Delmont is anything but a picture of chaos. At lunchtime, students in uniforms of navy and white line up at a sink, wash their hands one by one, and then file into the cafeteria.

In class, though, teachers notice the difference. During a lesson on sentence writing, Jackson repeatedly calls pupils to the front of the room to add notes to their "conduct cards," on which she records rules they've broken. She estimates that she gives out twice as many check marks for misconduct as at her old school. The interruptions cost valuable instructional time in a class where half the students are repeating the 4th grade.

"Kids took this very seriously at my last school," Jackson says. "At Delmont, it's like, 'I don't care. You can give me 200 checks.' "

Few teachers blame the students. They know plenty of the youngsters have seen adults engaged in violence or abusive relationships. Many are being raised by grandparents, aunts, or uncles. At Greenville Elementary, a teacher says a 5th grader went home to an empty house for more than a week while his mother was in the hospital and his father in jail.

But the often-fractured nature of the students' lives compounds the challenges that new teachers face at such schools. Not only must they address a wider spectrum of academic abilities—from those on grade level to those who have never had a parent read to them—but they're also confronted with behavior they were never trained to deal with.

"At college, they said, 'If you want a kid's attention, clap once, and if you want more attention, clap twice,' " says Stephanie Cola, a second-year teacher at Delmont. "They never said what to do when a kid gets so upset that he has a fit, or when one stabs another with a pencil."

New Pools of Recruits

Principals say high turnover makes it harder to form a cohesive team that plays to each teacher's strengths. A stable staff, for instance, has let Shenandoah Elementary set up a committee that maintains schoolwide consistency in approaches toward study habits and discipline. Schools with experienced staff members also can ensure that each grade has at least one strong veteran who can assist others who teach the same material. At Greenville, all the 3rd grade teachers this year are new.

What's more, teachers here have little time to learn from colleagues. The system lacks "duty free" lunches, meaning elementary teachers must chaperone their charges throughout the lunch period. For the most part, teachers' only chance to talk with others at their grade level is during a weekly 45-minute meeting. "That's no time to collaborate, as far as I'm concerned," says Principal Collins.

'We have some resources that other schools don't have. But it's the human resources that matter.'

Antoinette Bienemy,
Principal, Delmont Elementary School

A few efforts have been made to improve the work life at such schools. As part of a consent decree in the desegregation case, urban schools in East Baton Rouge Parish get money for classroom computers and additional staff members, such as counselors and parent liaisons.

"We have some resources that other schools don't have," says Delmont's principal, Antoinette Bienemy. "But it's the human resources that matter."

Bienemy thinks smaller class sizes would do the most to attract teachers and help them succeed at such schools. In her ideal world, no educator would spend her first year at a high-need school, nor would classes at them be larger than 18 students. At least one new teacher at Delmont has 28 youngsters in her class.

Superintendent Wilcox says his options are limited. The system underwent budget cuts last year, and may soon face another round. Some community leaders are calling for bonuses for teachers in inner-city schools, but Wilcox doubts he can find the money. Moreover, he's not sure that compensation gets at the core issues. "The perception of the work that people are being asked to do is more the determinant," he says.

Given that perception, his system has taken a different tack. For the past 12 years, East Baton Rouge has partnered with Teach For America, the national Peace Corps- like effort that recruits noneducation majors from selective colleges, puts them through an intensive summer training program, and places them in teaching positions in needy urban or rural schools for at least two years.

More recently, the district has contracted with TFA's consulting arm—the New Teacher Project—to set up a similar program called Teach Baton Rouge that recruits local people wanting to switch to teaching from other careers. Of the 500 teachers hired by the district for this past fall, 75 came through one of the two programs. The idea is simple: If traditional teacher-preparation programs aren't providing enough graduates who want to work in high- need schools, then open the field up to more who do.

How much of a solution that is, however, remains unclear. The two fast-track options for teacher preparation still ensure that many of the schools with the most needy children wind up with the most unpracticed teachers. And 60 percent of Teach For America recruits nationally leave the profession once their two-year stints are up, a situation that keeps the revolving door in motion.

At the same time, administrators at many needy schools here say such recruits mark a big improvement over the old days, when the schools had to fill many posts with applicants who lacked even an initial teaching credential. "With Teach For America and Teach Baton Rouge, it's a lot better than what it's been before," says Vera Dunbar, the principal at Eden Park Elementary School, not far from Greenville Elementary. "I would not trade their level of commitment, and they are willing to learn."

Some new teachers themselves see the quandary. Josh Gerber, a TFA recruit teaching 5th grade at Greenville, says he wouldn't want to work at a more affluent school. Still, the idealistic 2002 graduate of Colby College in Maine sees the downside.

"Truthfully, I think it's a shame that these students get all the newest teachers, because when a needy school gets the newest teachers, it basically screws the kids," says Gerber, a few gray hairs showing through the young man's dark bangs. "I'm confident I will be a good teacher, but I'm not there yet."

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ON THE WEB

"How do Effective Principals Keep Their Teachers?," a March 2001 article from the Philadelphia Education Fund, details the practices of schools with low teacher-turnover rates.

Teach Baton Rouge, the alternative certification program in the East Baton Rouge Parish School System, posts its requirements for certification, as well a description of the first year experiences of the program's teachers.

Read "A Survey of Principals in Schools with Teach For America Corps Members," a 2001 study funded by Teach For America. The study finds that TFA teachers have a positive effect on the schools in which they are placed. TFA also provides a description of its teaching sites, including South Louisiana and Baton Rouge.

PHOTOS: First-year teachers at Greenville Elementary gather around Principal Mona Collins, second from right. Turnover is high at the school, which is on Louisiana's watch list.

—Mike Hults for *Education Week*

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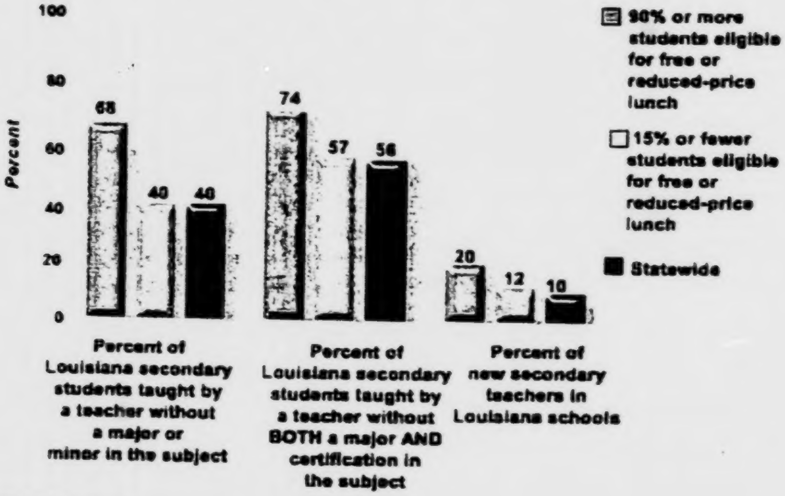
Teacher Preparation and Experience In Louisiana

An analysis of teacher preparation, credentials, and novice teaching in Louisiana shows that in the state's highest-poverty secondary schools, the majority of secondary students have at least one teacher without even a minor in their subject area. Compared with secondary teachers statewide, twice as many teachers in high-poverty secondary schools have less than three years of teaching experience.



SOURCE: Special analysis of National Center for Education Statistics, Schools and Staffing Survey (1999-2000) for *Education Week* by Richard M. Ingersoll, University of Pennsylvania, 2002

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January 9, 2003

The Road Less Taken

By Julie Blair

Halifax, N.C.

Most see it as a pit stop off a quiet country road that leads to somewhere, something better.

Of course, they don't all think of it that way at first, but it happens soon enough. Teachers with good intentions, or those who have lost their way, come to Southeast Halifax High School, park their lives amid the tobacco fields and pine groves for a year or two, then resume their journeys along that long, winding stretch of asphalt. They can't stay, they say with a shake of their heads, but thanks anyway.

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- Increasing the Odds

It's enough to make Viola Vaughan-Holland's head and heart ache. Last school year, 42 percent of the principal's teachers quit. She had 21 vacancies to fill this past fall.

"I lost all of my science teachers and all but two of my special education teachers," Vaughan-Holland says, cloaking her face in gold-rimmed sunglasses.

Not to mention a majority of the English department.

Men and women who take teaching jobs in schools in many rural communities pick

She's not sure why they quit—she's often notified by the central office of the departures after educators are gone—but she can guess. The pay is less competitive than in other places,

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up and leave once they find opportunities elsewhere.

she says, and the work just as demanding, if not more so.

Housing is limited, as much of the land is locked up with crops. Consequently, those who work at the school commute up to an hour each way. Many teachers hope to further their own educations, but because of the rural nature of the county, they find themselves again behind the wheel driving miles and miles to a college of education.

Vaughan-Holland makes do, though, hiring uncertified educators to staff her classrooms, asking substitutes to take full-time positions, and paying extensive headhunting fees to import teachers from outside North Carolina.

State data reveal that half the high school's teachers were not fully licensed during the 2001-02 school year, meaning they had earned bachelor's degrees but generally had not taken all the education courses required to be fully credentialed. Some had no academic backgrounds at all in the subjects they taught.

Forty percent had less than three years' experience in the field.

Vaughan-Holland says her staff is well-meaning and works hard, but, she adds, many teachers have yet to master the academic content or instructional strategies needed to be most effective in the classroom.

CHARTS

Teacher Qualifications in Urban, Suburban, and Rural Schools

Halifax County schools Superintendent Willie Gilchrist sighs: "We have some real problems we need to address."

The woes of Vaughan-Holland and Gilchrist are a staple of conversation among school administrators throughout rural America.

The issues at Southeast Halifax High "typify districts that are high-poverty, low-income, and low-performing," says Doris Terry Williams, the director of the capacity-building program for the Rural School and Community Trust. The Washington-based nonprofit group studies hard-to-staff rural schools.

Such districts, Williams says, ultimately "have to hire teachers who can't go someplace else, or those who really, really want to be there."

"It is a perpetual cycle," she adds. "Districts can't get or keep teachers, so student performance is really low. Teachers inclined to go there are then actually discouraged from applying because of the districts' reputations.

Little Consistency

Halifax, the home of Southeast Halifax High School, is one of several tiny burgs located in the county of the same name, North Carolina's third-largest geographically. The sandy earth stretches for miles, punctuated by lush forests, prickly cotton plants, and clusters of prefabricated houses. Farm tractors amble down the two-lane country roads followed by logging trucks piled high and headed for processing.

Poverty defines the northeastern region of the state. The unemployment rate now hangs around 12 percent, following the recent closing of a textile plant, Superintendent Gilchrist says. That was more than twice the national rate as of last fall.

Nearly 70 percent of the 724 students who attended Southeast during the 1999-2000 school year were poor enough to receive subsidized lunches from the federal government, the state reports. About 99 percent of the school population is African-American, and most students come from single-parent families.

According to teachers, a majority of teenagers here spend their time hanging out and watching television at home; no public transportation exists to shuttle them to and from school activities. A dozen or so girls enrolled at the school are pregnant.

School achievement, as defined by North Carolina's standardized-test scores, is so bad that officials deemed Southeast Halifax "low performing" during both the 2000-01 and 2001-02 school years. Only 29.7 percent of student test scores were ranked "proficient" by the state last year. Vaughan-Holland and several teachers attribute the poor scores, in part, to the staffing problems.

"At the high school level, you need consistency over a three- or four-year span," the principal says, because it takes time for teachers to learn the academic content, textbooks, and culture of a school.

Staffing the school has always been hard, Vaughn-Holland says, but as more and more teachers retire, filling a larger number of vacancies has grown exceedingly difficult. In part, fewer beginners are available to choose from, she says.

North Carolina must hire 80,000 new teachers over the next nine years, according to the Southeast Center for Teaching Quality, a regional office of the National Commission on Teaching & America's Future. Meanwhile, colleges and universities in the Tar Heel State produce only 20 percent of the new teachers hired each year, leaving districts to import faculty recruits from other states or to steal talent from one another.

While the state's salaries for beginning teachers are second in the Southeast only to Georgia's, pay varies greatly in North Carolina. The average compensation for new teachers was

$29,786 during the 2000-01 school year, according to the American Federation of Teachers. Halifax County, however, paid only $25,500. Nearby districts trumped that considerably with signing bonuses of up to $3,000, in addition to other perks.

The 5,900-student Halifax County district just can't afford to offer generous incentives, though it supplemented salaries with up to $500 this school year only, says Gilchrist. The tax base is low, and enrollment is decreasing, he explains, just as school services are growing more expensive. Every dollar spent on teacher recruitment, he points out, means less money to buy textbooks and pencils.

Meanwhile, neighboring Virginia and South Carolina are offering tempting packages and luring away teachers who might otherwise consider Halifax County. In 2000-01, starting pay was $28,139 and $26,314, respectively, in those states, the AFT found.

Even if the district could afford financial incentives, the district's marked problems and geography would act as a deterrent, Gilchrist says.

As Southeast's principal over the past four years, Vaughan-Holland has tried all avenues to find teachers.

Her first strategy each year is to call North Carolina teacher-preparation programs, but most graduates either have the promise of a job or aren't interested in hearing from her, she says. A handful, though, hail from Halifax County and want to return to teach at their alma mater.

Mostly, Vaughan-Holland interviews applicants who aren't fully licensed and thus are more or less blackballed by other districts. Such prospective teachers often would have preferred working in other fields, but couldn't find jobs. Instead of collecting unemployment, they look for teaching jobs in Halifax County.

'It is a perpetual cycle. Districts can't get or keep teachers, so student performance is really low.'

Doris Terry Williams,
Capacity-Building Director,
Rural School and Community Trust

Vaughan-Holland also scoops up a couple of future educators who live in the area and are switching careers. In addition, she turned to Teach For America for help this school year, paying the New York City-based program a total of $2,000 to provide her with three English teachers and a physics instructor.

"I interviewed 42 people to get 15 teachers," Vaughan-Holland says. "Most came here because they didn't think they had any other choice."

'You Can't Work Here Forever'

It's October, a month into the new school year, and the newest crop is having doubts.

"There is no possibility I could maintain the pace—we're constantly working," says Kristopher Miller, a tousled 23-year-old who came to Southeast Halifax High School from Wisconsin through TFA. "You're swimming so hard upstream," he says, slumping in a library chair and rumpling his black suit. The students are often unmotivated—or worse, uninterested, he says. The school has set up channels to provide aid to teachers, but the help the school gives "is a little less than you'd hoped for," according to Miller.

It is probably just a matter of time before Kenyetta S. Gadson, also 23, heads back home to South Carolina.

"This is a good place to start off, but you can't work here forever because the money isn't good," says Gadson, who shares the rent with three other teachers to stretch her paycheck. The tennis and basketball coach and English teacher has already had another offer from school officials in South Carolina. They would have paid her at least $5,000 more than what she's earning now.

"The word got out [about the offer], and my students were angry and crying and saying people always leave them," says Gadson. "Basically, that's the only reason I'm still here."

It isn't just the novices who are considering their options.

Band instructor Derrick D. Wiggs has spent the past six years building up the middle and high school band programs, but now worries that Southeast's reputation as a low-performing school will leave a black mark on his résumé.

"I am very concerned about trying to apply [elsewhere] and the stigma of having worked in two low-performing schools," the saxophone player says in a quiet voice.

Wiggs says he is proud of his accomplishments—the band has played at Disney World twice and will give a repeat performance this year—yet he worries he'll be stuck in a dead-end job with a baby to raise.

Others say they, too, are happy at Southeast, but have had trouble passing the exams necessary to obtain their permanent licenses.

Chiara J. Wallace loved teaching Algebra 2, but was reassigned to a middle school last fall after failing the state certification exam for the third time.

Such problems are common, Vaughan-Holland says. Educators who don't have full certification are often so overloaded with the demands of the job, they fail to prepare well for the tests, she says. Many teach a variety of classes—which last 90 minutes each—and volunteer to lead extracurricular activities. After the school day ends, they return home to study or drive great distances to one of the colleges to take classes themselves, as the state requires for full certification.

Even if teachers prepare for the test, some are so broke, they don't have the $100 required to pay for it, Vaughan-Holland says.

"I have," she says, "personally loaned them the money to take the test."

Seeking Solutions

Superintendent Gilchrist has served in his position for nine years and says his challenge is to think creatively about the problems that plague his district. With a lean $49 million budget, he knows his schools won't be saved by cash alone. The key, he believes, is to use what little he has to provide better working conditions and build a sense of community so that teachers feel supported and enjoy their jobs.

Educators who don't have full certification are often so overloaded with the demands of the job, they fail to prepare well for the tests.

Three years ago, administrators here dug deep to come up with stipends to pay retired teachers to work as mentors, Gilchrist says. Each mentor observes at least five newcomers twice a week and dispenses tailored advice. Additionally, rookies receive mentors through the state.

The district provided a one-time salary stipend of $500 this school year, the superintendent says.

"I had new teachers coming in here who didn't have money for food or rent," Gilchrist says. "I had no choice."

Vaughan-Holland, for her part, started weekly tutorial sessions this school year at Southeast Halifax. Newbies observe more experienced educators teach mini-lessons weekly, then discuss strategies with them. In addition, the principal is out in the classrooms daily to help educators.

New teachers get another dose of professional development at monthly Saturday meetings. There, administrators who act as school consultants help teachers work through their concerns.

"The only other thing we can do," Gilchrist says, visibly frustrated, "is be a good ear for them and work through the difficulties."

That may not be enough, though, for teachers like 22-year-old Nicolette Bond, who is struggling to teach 17 "repeaters" 9th grade English. Her class happens to be all-male, and keeping order is a challenge.

"I've been trying everything," Bond says, her hands folded atop a student desk, "But I only get in about a half hour of instruction."

Quality Counts *is produced with support from the Pew Charitable Trusts.*

ON THE WEB

The Rural School and Community Trust offers an analysis of rural teacher shortages (October 2001), as part of its Teachers and Teaching resource page.

Read this article on what constitutes a 'highly qualified' teacher, from the Southeast Center for Teaching Quality. (Requires Adobe's Acrobat Reader.) See also an educational profile of North Carolina, as well as other southern states.

The National Commission on Teaching & America's Future offers state policy resources and policy recommendations for teacher recruitment and retention.

The 2001 "Survey and Analysis of Teacher Salary Trends" from the American Federation of Teachers, shows a growing gap between the average base salary offered to new teachers and potential starting salaries in other fields. (Requires Adobe's Acrobat Reader.)

PHOTOS: Viola Vaughan-Holland has trouble getting and keeping good teachers at her high school in North Carolina cotton country.
In her first year on the job, Nicolette Bond teaches a high school English class with 17 male "repeaters."

—Allison Shelley/*Education Week*

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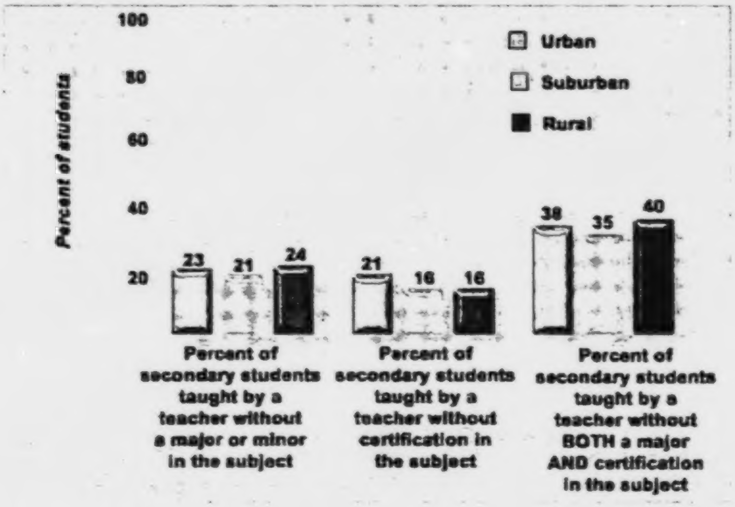
Teacher Qualifications in Urban, Suburban, and Rural Schools

Much of the attention to the teacher gap is focused on high-poverty and high-minority schools in urban settings. However, data from the federal Schools and Staffing Survey suggest that attention also needs to be paid to finding and keeping well-qualified teachers in rural schools.



SOURCE: Special analysis of National Center for Education Statistics, Schools and Staffing Survey (1999-2000) for *Education Week* by Richard M. Ingersoll, University of Pennsylvania, 2002

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January 9, 2003

Mission: Stability

By Bess Keller

Philadelphia

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- **Increasing the Odds**

On the night of last April 17, the Philadelphia school community waited anxiously to find out which of the district's schools would land on a new list of low performers—schools that the state was declaring to be in urgent need of change.

When the list, drawn up by the new governing board appointed in the wake of Pennsylvania's takeover of the school system here, was posted on the Internet, Bonnie Uditsky, an assistant principal at Theodore Roosevelt Middle School, shot off a grim e-mail to a colleague. "We're f——-," the normally unflappable and upbeat administrator wrote. Uditsky's school, in a decaying section of the Germantown neighborhood northwest of downtown, was slated for special treatment and, you might say, marked as a failure.

While well-to-do schools get to pick and choose among teachers, poorer ones often have to start with putting together a stable staff.

Amid all the fears raised by that turn of events, one stood out in the mind of Uditsky's boss, Principal Catherine A. Pizzimenti-Murphy: Already absorbing the stresses of hard-pressed families, racial isolation, and an often-hostile popular culture, would the teachers jump ship?

The answer, overwhelmingly, was no.

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"They didn't leave me," Pizzimenti-Murphy says. "They all hung, and held my hand, even though they know they are going to be in a fishbowl."

The detailed answer is a little more complicated. Of a teaching staff of about 45, six teachers transferred out, but with one exception, the principal encouraged them to do so, she says. Another retired.

Still, that's enviable stability in the face of changes mandated this school year by the district—and, perhaps even more, long-standing patterns in high-poverty urban middle schools.

CHARTS

Teacher Turnover in Philadelphia Schools

Around the country, teachers are more likely to leave middle schools than ones at the elementary or high school level. What's more, they gravitate toward schools where students get help with their homework at night and haven't witnessed an assault or a drug-related murder. They quit schools such as Roosevelt, where three-quarters of the students come from poor families and almost all are black. In Philadelphia, a 1998-99 survey found one in five middle school teachers reported being new in their schools that year.

Yet few experts envision that student achievement can go up without the semblance of a stable, cohesive teaching staff. So with the resources available to her, the Roosevelt Middle School principal worked toward that goal.

Creating Trust

Pizzimenti-Murphy recalls that when she came to the 900-student school in 1999, it had some 15 vacancies—roughly a third of the teaching staff—at the end of the school year. Those numbers were cut in half this school year. Roosevelt also beats the Philadelphia odds in having more African-Americans (slightly over half) and more males (about a quarter) among its teachers.

But what about the teachers who took the place of those who left? In August, the principal thought she would gain some experienced teachers who wanted to bid for her school in the annual transfer process. Because of the amount of time it took for the positions to open up formally under the rules of the teachers' contract, that didn't happen.

So the newcomers are mostly inexperienced, and some are "apprentices"—that is, they have passed basic tests for teaching, possess a bachelor's degree, and have started their education coursework toward licensure.

Like many people in urban schools, Pizzimenti-Murphy is a confirmed realist. She waves away as irrelevant the fact that she has almost no hand in picking who comes to her school. "It's not like [teachers] are beating down my door," she offers.

For the past few years, the Philadelphia district has offered bonuses to teachers in schools where turnover is high. The bonuses are aimed at getting experienced teachers to stay in such schools or come to them. Due to a quirk, Roosevelt qualifies. But the extra $2,000 offered doesn't seem to have had a strong effect. Pizzimenti-Murphy recalls two experienced teachers who probably transferred in for the money, one just a year before retirement.

On the other hand, the principal is pleased that a special deal for teachers who sought to leave any of the district's 70 takeover schools helped her edge out five instructors who, she believes, had grown stale or worse. Negotiated by the teachers' union and the administration, the agreement allowed transferring teachers a slightly better shot at the positions they wanted and better protection should there be job cuts at their new schools.

As a result of the transfers, the teachers who remain "are here because I want them to be here," the principal says. "So there's a trust element that they can do the job, and because of that, they do a lot of stuff extra."

Sitting comfortably in Pizzimenti-Murphy's office, the two assistant principals nod their agreement. Pizzimenti-Murphy, a compact, 49-year-old woman without, apparently, a shy bone in her body, started her fourth year at Roosevelt last August. She persuaded Bonnie Uditsky—whom she knew from professional gatherings—to join her two years ago. The second assistant principal, Sheila A. Eberhardt, came to the 80-year-old building when it reopened as a middle school in 1990.

Against daunting odds, Principal Catherine A. Pizzimenti-Murphy has worked toward the goal of developing a stable, cohesive teaching staff.

The three say they offer different strengths. "I know the families," volunteers Eberhardt, the school veteran and the only African-American among them. "Kathy is intense, Bonnie lighter."

At the same time, the women share a focus on classroom improvement and an underlying theory about how to make that happen. Pizzimenti-Murphy sums it up: "I think I acknowledge that it's been very difficult" for the teachers, she says. "I recognize the challenges, and I treat them like people, not just like teachers and professionals."

New Challenge

Across the hall from the principal's office, Daniel Heim tends to some photocopying in a teachers' lounge furnished with not much more than snack machines and a few plastic chairs. He's the kind of teacher the school can ill afford to lose.

Last year, the 14-year veteran won a citywide teaching award. Even more impressive, the award came because he had put himself out for a colleague and the good of the school. Rather than see a less experienced teacher fold under the challenge of a class that combined regular and special education students two years ago, Heim accepted the assignment. Almost one-fifth of the children at Roosevelt Middle School have special education plans.

"I ended up taking the 'inclusion' class, saying at least I have the management skills to tackle a classroom like that," Heim explains. "I had to learn a whole new way of doing things, for a whole different group."

He came up with packets that individualized teaching for all his students, often photocopying from the wealth of materials that a parade of programs has left at Roosevelt. In his tall-windowed classroom, the walls are covered with colorfully scripted charts and student work. An upright piano, which he plays, occupies a corner.

He says Pizzimenti-Murphy is one of the reasons he has stayed at the school for five years. He ticks off her qualities: fair, trustworthy, and attentive to organizing faculty meetings, among others. "She and the vice principals," he says, "they listen and help."

Staff members mention over and over that the administrators not only have open doors, but also take into account what teachers say. Some recent proof: Pizzimenti-Murphy pushed the new office of restructured schools to allow her English instructors to keep teaching from the high-quality novels they liked using under their old reading program, itself a reform effort developed by researchers at Johns Hopkins University. She won the compromise she sought.

The principal sees herself as a buffer, the person who will absorb at least some of the pressures, even apparent idiocies, from above, while the teachers get on with their jobs. "I make them understand that they're not alone, and the buck stops with me," she says.

That attitude comes through in smaller ways, too, like the work Assistant Principal Uditsky put in to showcase Heim for the award he won, or the administrators' decision to copy required classroom materials so the teachers didn't have to do it themselves.

Like Family

The help, though, is part of a tacit bargain that goes beyond tea and sympathy on Pizzimenti-Murphy's part.

"Sometimes, she can be tough," acknowledges veteran science teacher Linda Walker, who recently had to start teaching science from a kit and add math instruction to her duties. Walker entertained the notion of refusing the math assignment—which the teachers' union said was her right—but plunged ahead, in part out of loyalty to the principal. One reward was a hug, Walker says happily.

'Most of us chose not to leave because we know each other and go to each other for help.'

Daniel Heim,
Teacher,
Theodore Roosevelt
Middle School

More than a few staff members talk about the Roosevelt staff as a family. Some of the helpful relationships go back years, but Pizzimenti-Murphy tries to nurture the network along with individual talent. She has arranged schedules so that all the teachers in each of the school's three grades, 6-8, have the same planning period, and she expects teachers to meet across grades by subject, as well as in their four "small learning communities." This past summer, she added teachers to the group that decided how the instructional staff would be assigned within the school.

Thanks to the school's special designation as a restructured school, two afternoons a month are set aside for work on teaching. The district also pays stipends to veteran teachers to mentor rookies.

"Most of us chose not to leave," says Heim, "because we know each other and go to each other for help."

Expanding the feeling of kinship to the students and their families is harder, though plainly teachers and administrators try. Students come mostly from parts of Germantown beyond walking distance, and many staff members live in the suburbs, where the reality is music lessons and soccer at an early age, not babysitting siblings.

So the administrators—all of whom live an hour or more from work by car—celebrate and encourage the connections that staff members have to the surrounding area. Teacher Theresa Abney of Germantown, for instance, was a long-term substitute in the school when Pizzimenti-Murphy, seeing her good results with the students, helped Abney start working toward her teaching credential. She expects to receive it this spring.

Weary, Frustrated

For all its strengths, a school like Roosevelt seems to generate worlds that don't bear much resemblance to the collaborative, hopeful universe of the administrators.

Down on the first floor of the building, in a classroom shaded by enormous yew bushes, and across from the school's unused band room (there is no instrumental-music program), art teacher Seth R. Govan thinks this will be his last year in teaching.

Geographically removed from much of the school, he is relatively satisfied with his homemade security arrangement, which was to put the handle of his hall door on the inside. He has nothing in particular against the administrators, nor complaints about the other teachers. He does miss a teacher who left, a man with a nimble sense of humor that made him wonderfully effective in the classroom.

But the 44-year-old Govan is weary. In meeting the needs of children weaned on violence, some suffering from "mental and chemical imbalances" induced by the crack cocaine or alcohol their parents ingested, a few pregnant, he struggles not to lose himself and not to lose a child.

Staff members mention over and over that the administrators not only have open doors, but also take into account what teachers say.

"I can't keep a scowl on my face all day to keep them under control," he says. "Some need a hammer and some a feather, and you have to do it right. I have to constantly out-think my kids." The pay, the degree of respect aren't worth the strain, Govan says, so he hopes to make the property management he does on the side his full-time work.

Teacher Brent Binder, three years out of the teacher education program at Philadelphia's Temple University, also feels the distance his students must travel for mainstream success. His brother, after substitute-teaching in the suburbs, now has a job there. But Binder, who teaches math and science to 6th graders, didn't want to go that route.

Still, he says, "as time goes on, I get frustrated, kind of amazed that people with the same educational background, say, the teachers at the top, get 90 grand there and 60-something-grand here.

"If I had a chance to go the suburbs, I would take it," he declares. "As long as I'm in the city, I'll stay here."

Quality Counts *is produced with support from the Pew Charitable Trusts.*

ON THE WEB

"Teacher Staffing in the School District of Philadelphia," a 2002 "report to the community" from the Philadelphia Education Fund, cites "multiple factors [that are] are operating to decrease the supply of new teachers for the city and to reduce the district's ability to hold on to its experienced teachers." (Requires Adobe's Acrobat Reader.) Also from PEF: "How do Effective Principals Keep Their Teachers?," a March 2001 article.

PHOTOS: Teachers at Roosevelt Middle School meet regularly, a strategy the school uses to build a cohesive staff.

—Michael Branscom for *Education Week*

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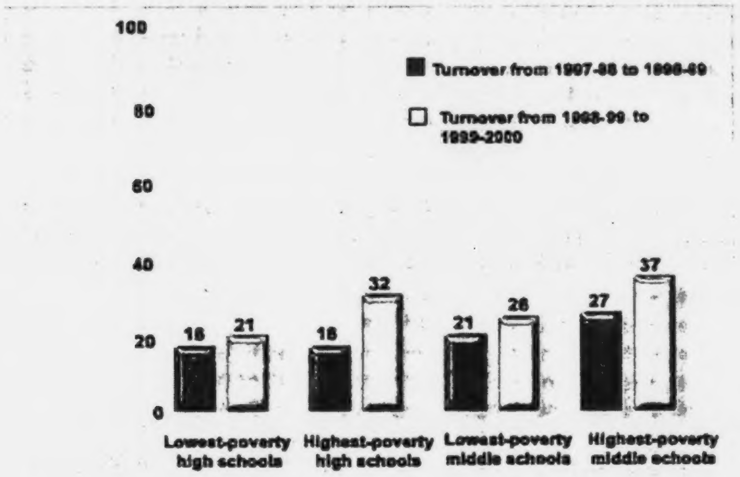
Teacher Turnover in Philadelphia Schools

According to a study by the Philadelphia Education Fund, teacher turnover is a problem for Philadelphia schools. The study compares turnover in the district's lowest-poverty schools with turnover in the district's highest-poverty schools.



SOURCE: Philadelphia Education Fund, "Teacher Staffing in the School District of Philadelphia," 2002

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January 9, 2003

Skirting Tradition

By Julie Blair

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  - The Road Less Taken
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- The Job Seekers
  - Hiring Headway
  - Teacher Profiles
- Increasing the Odds

Carla Jones-Tucker isn't a music teacher, yet her 4th grade classroom resonates with the sounds of rock 'n' roll, rap, and jazz. She integrates hits from legends like Carlos Santana into her poetry lessons to make them fun and relevant for her Houston students. The idea came naturally to the 38-year-old teacher, as she once did hitches as a radio producer and journalist, experiences she draws on heavily now in her teaching practice.

"I go and find very popular songs and have [students] convert the lyrics and let them see that it is poetry," says Jones-Tucker. "After doing that, it isn't so foreign. It gets them to be reflective and elaborate."

The educator, who graduated magna cum laude from Texas Southern University in Houston, has been teaching for only 1 1/2 years. Yet she is already recognized as one of the most effective teachers in the building, says her principal, Roslyn Stiles Vaughn.

Many poor schools are turning to alternative-certification programs to find teachers to fill their classrooms.

Jones-Tucker's efforts—which also include starting a yearbook and tracking down free school supplies—exemplify the work of an eight-person cohort that matriculated through the district's alternative-certification program and into the 875-pupil Anderson Elementary

School. Since 1985, the initiative has provided on-the-job training to more than 5,000 individuals who hold bachelor's degrees and want to work in the city's hard-to-staff schools.

"The program itself prepares them so well, you wouldn't even realize they don't have traditional degrees," Vaughn says. "They come in and take over as lead teachers."

In an era of increased accountability, states and school districts must find ways to recruit, train, and retain highly qualified teachers, particularly for students in high-poverty, high-minority, and low-achieving schools.

CHARTS

State Alternative-Route Programs

Proponents argue that alternative-certification programs, such as Houston's and hundreds of others around the country, are one way to do just that. Such programs, they maintain, can develop new pools of instructors who are willing to work in those settings, quickly fill vacancies with highly qualified individuals, launch more minorities and men into a field dominated by white women, and simultaneously improve teacher retention and instruction.

School administrators and lawmakers are also eager to try new models of teacher preparation as an antidote to criticisms of traditional undergraduate education programs. But whether such streamlined routes will benefit the nation's neediest students, or further disadvantage them, is a subject of fierce debate.

"The best-designed ones are pretty good," says Linda Darling-Hammond, an education professor at Stanford University and a former executive director of the National Commission on Teaching & America's Future. "Some of them are not so well-designed. They give you a little bit of windup in the summer and then throw you in."

To date, 44 states and the District of Columbia have created such opportunities, most often to ease teacher shortages, says C. Emily Feistritzer, the president of the National Center for Education Information, a private, nonpartisan research organization in Washington and a leading researcher on the trend.

She estimates that the initiatives produce one-third of the 75,000 teachers needed annually and will yield even more as the programs continue to grow.

Of the 25 state-enacted or -regulated programs with preservice and mentoring components identified by *Quality Counts* (including the District of Columbia), only those in Massachusetts, Missouri, and Texas target potential teachers willing to work in high-poverty, high-minority, or low-achieving schools. Teachers in these states, however, can opt out of such schools if they teach in subjects with shortages.

In a survey of 30 large districts, six of 21 "structured"alternative routes were designed specifically to recruit candidates for high-need schools.

The stakes are higher than ever before. Under the "No Child Left Behind" Act of 2001, all teachers in the core academic subjects must be "highly qualified" by the end of the 2005-06 school year. Schools receiving federal Title I money, primarily those serving students from low-income families, can no longer hire teachers who don't meet the law's requirements. No penalties are connected with the requirements, although the U.S. Department of Education could levy some if it chooses to do so.

'At a time when we desperately need strong teachers in our classrooms, we should be doing all we can to attract and keep the best and brightest candidates. A good place to start is by drawing from nontraditional sources."

Rod Paige,
Secretary of Education

Under federal law, "highly qualified" educators are fully licensed through traditional or alternative routes and demonstrate competency in the subjects they teach.

Alternative routes have the blessing of some prominent leaders.

"At a time when we desperately need strong teachers in our classrooms, we should be doing all we can to attract and keep the best and brightest candidates," U.S. Secretary of Education Rod Paige has said. "A good place to start is by drawing from nontraditional sources."

Critics, however, worry that alternative-certification programs lack adequate instruction in pedagogy, and they point to shoddy induction programs they say do little more than provide novices with a free lunch now and again. They're also concerned that those who are trained in that fashion won't stay on the job—or worse yet, will be such poor practitioners that students will be harmed. What's more, the detractors contend, such routes undermine the push to professionalize the field, making it easier to become a teacher than a truck driver in many communities.

"I think we have a potential to do a lot of damage to children," says Rodney A. Lane, the dean of the school of education at Southern Connecticut State University, in New Haven. Still, his school, which produces 500 teachers annually, prepares 130 of them the nontraditional way.

"What is the alternative? We have classrooms that do not have teachers in them now," Lane says. "Do you just want to hire people off the streets, or do you want to run them through alternative routes? If the choice is warm bodies, I'll take the alternative route. The better trained they are, the more a child will learn."

Wide Variations

Many experts even disagree on the definition of alternative certification. Some argue that programs requiring prospective educators to spend months or weeks on a college campus before becoming teachers of record should not be lumped together with programs that immediately place teachers in classrooms.

"This is one of the more contentious battles I've seen," says Lee S. Shulman, the president of the Carnegie Foundation for the Advancement of Teaching, based in Menlo Park, Calif., which is studying teacher preparation. "There is essentially no systematic attempt to assess the quality and depth and flexibility ... of any of these programs—traditional or alternative."

Alternative-certification programs are all similar in one way: They must first be authorized by the state. Beyond that step, they differ greatly.

The goals of each program vary. Some initiatives aim to increase the pool of educators statewide, while others want to establish a larger or more diverse workforce in specific communities. Some programs recruit candidates for such high-demand fields as high school mathematics or special education. Others simply desire to road-test a new model of teacher education.

Alternative-certification programs are all similar in one way: They must first be authorized by the state. Beyond that step, they differ greatly.

The architects of such programs also differ. California and Texas, for example, give districts much of the responsibility for putting together such initiatives, while Indiana and Illinois ask colleges with teacher-preparation programs to partner with nonprofit groups to do the work.

Despite such variations, three distinct types of alternative routes appear to have evolved: Some offer prospective teachers no training prior to their first day of school, or only a few days of preparation; some require several weeks or months of preservice training, usually in the summer; and some help paraprofessionals and other workers already in the schools upgrade their skills and earn licenses to teach.

A majority of the models include such components as:

- A standard for admission. High school or college grades are assessed in conjunction with previous work experience and an interview. In some cases, candidates also must pass subject-matter, pedagogical, or basic-skills tests required for licensure to be admitted to the program.

- Preservice sessions covering pedagogy and giving students exposure to a school classroom, whether for a few days, for weeks, or for months.

- An induction program that includes mentoring and requires ongoing classwork.

- An educator-assessment system, either conducted by program administrators or school district officials.

Experts agree that such elements are crucial to producing a well-trained teacher workforce, though they furiously debate admissions standards as well as the minimum length of preservice training.

The New York City Teaching Fellows Program is extremely competitive: This school year, administrators accepted 2,000 of the 15,000 applicants, says Nicholas M. Michelli, the dean of teacher education for the City University of New York, which runs the program.

Every person chosen had a bachelor's degree and a grade point average of at least 3.0, he says. Before the candidates can enter the classroom, they must also pass pedagogical-knowledge and subject-matter exams. In addition, the prospective educators must be endorsed by their colleges and by program coordinators who observe them teaching preservice K-12 summer school courses.

Others perceive such requirements as roadblocks that will keep talented people out of the field.

"The only two hoops I can justify in my mind are a criminal-background check ... and some evidence of subject- matter competence," says Chester E. Finn Jr., the president of the Washington-based Thomas B. Fordham Foundation. "We need an open door with as few upfront barriers as possible to people who are willing to try teaching," says Finn. "Let's judge them by their effectiveness."

Teaching is intuitive and can be learned, he says. Preservice training then, in his opinion, can be fairly limited.

On the other end of the spectrum are people like the Carnegie Foundation's Shulman.

"Teaching is so complex that you need time and practice and supervision, and an opportunity to look at the consequences of your actions," he says. "I just cannot believe, even without firm data to the contrary, that we don't need at least two or three years of preparation."

The amount of time needed in preservice training depends on the teacher-educator and her students, adds Susan Moore Johnson, a Harvard University professor who is looking at the structure of alternative-certification programs in California, Connecticut, Louisiana, and Massachusetts alongside Harvard doctoral students Sarah Birkeland and Heather Peske. Adequate training can be accomplished in six or seven weeks, she says, but only if it meets the specific needs of prospective teachers.

"If you could hire a specialist to teach a methods class [in specific subject areas], you could accomplish a lot," Johnson says, "but most of these programs don't for the most part have very strong funding to do that."

Instead, aspiring high school math teachers and kindergarten teachers are provided the same information, even though their jobs are radically different, she says. Many finish their programs without strategies applicable to their own classrooms.

Prospective teachers also need time to master the basics, says Virginia Roach, the deputy executive director of the National Association of State Boards of Education.

"They need to talk about the psychometric properties of assessment, the developmental stages of child development, classroom management, learning styles, and [strategies] for those with special needs," says Roach.

Add to that list strategies to teach reading to students of all ages, says Dennis E. Hinkle, the dean of the school of education at Towson University in suburban Baltimore. His university produces about 525 educators annually, 100 or so of whom are enrolled in the institution's alternative route. Many end up in schools where even teenagers can't read well, Hinkle says.

The best models include instruction on the culture of the communities in which prospective educators will be teaching, Feistritzer adds. Those equipped with skills to teach students living in the inner city, for example, are more successful, she says.

Initiatives that help participants lock in jobs in needy schools and districts are also superior, Johnson adds. Often, prospective teachers feel pressure to secure employment and thus apply to suburban districts in addition to schools in urban communities.

Perhaps one of the most important parts of alternative-certification programs is the teacher-induction phase. During induction, novices are usually required to take college courses and to work with

'If you don't have the mentoring support or professional development or a site leader or

professional-development trainers. Many rookies are also assigned mentors, who can help provide teaching techniques and act as sounding boards.

principal working with these folks, they do fail, and they fail fairly rapidly.'

John O'Sullivan, Superintendant, Savannah-Chatham County (Ga.) Schools

Ideally, the newcomers are paired with two mentors who then work together as teacher-educators to provide an intensive tutorial, says Rachel Boechler, who runs teacher certification for Cardinal Stritch University. The Milwaukee institution offers one of the nation's only training programs for teacher-mentors.

The first mentor should be a site-based, midcareer professional with five to 10 years' experience who has a good understanding of both the grade level and content taught by the newcomer, Boechler says. The second mentor should be provided by the training program and help the novice make the transition from the life of a student to one of a professional, she says.

The beginners "need a couple of people to lean on, so that if one person falls down or gets too busy, we've not left the new teacher floating," she adds.

Johnson of Harvard suggests that new teachers have the support of a team of veterans at the school.

'A Pretty Good Product'

Studies conflict about whether alternative-route candidates stay in their jobs longer than other fledgling teachers do, and on the nontraditional teachers' effects on student achievement.

But data suggest such programs do yield some benefits: Some research shows they produce teachers who take jobs in hard-to-staff urban and rural schools, and serve as pipelines to bring a greater number of minority and male candidates into the profession.

Consider these statistics collected by Feistritzer of the National Center for Education Information:

- Nearly all educators trained in alternative-certification programs in New York state and Michigan teach in inner-city schools, while 67 percent of those enrolled in California's choose to do so. In New Mexico, 95 percent of those enrolled in such efforts teach in small towns, communities that are often rural and considered difficult to staff.

- Between 25 percent and 40 percent of those enrolled in alternative programs in Arkansas, Louisiana, Mississippi, and South Carolina are African-American; in California and Texas, about one-quarter are Hispanic.

- About half of those who take part in such programs in Colorado, Delaware, Mississippi, Oklahoma, and South Dakota are men. In Utah, 75 percent are men.

- Those who go through programs in California, New Jersey, and Texas have an 85 percent retention rate after five years in the field. Nationwide, about half of teachers remain in their jobs after five years, a study released by Richard M. Ingersoll last year shows.

Many superintendents and principals say they are happy to have these novices, though few administrators have enough data on the recruits to know whether they're making a difference in their schools.

"It's been a big plus," says John O'Sullivan, the superintendent of the Savannah-Chatham County district in Georgia. This school year, 25 of the district's 224 teacher vacancies were filled with graduates of the Georgia Teacher Alternative-Preparation Program.

"They come with maturity, a degree, and a solid 10-week program to at least get them grounded in the fundamentals," O'Sullivan says. "You tend to get a pretty good product."

He says that faculty members from the nontraditional program are at least as competent as their colleagues who came directly from four-year programs, and that retention rates are similar for both groups: About 5 percent leave within the first few years of practice.

A majority of the students who attend school in the 36,000-student district are minority members. Half of the school's students are considered poor enough to receive free or reduced-price lunches from the federal government.

The success of the alternative program, O'Sullivan believes, hinges on the induction process. "If you don't have the mentoring support or professional development or a site leader or principal working with these folks, they do fail, and they fail fairly rapidly."

Even schools of education, meanwhile, are embracing some of these nontraditional efforts.

Many superintendents and principals say they are happy to have these novices, though few administrators have enough data on the

At first, colleges were wary of alternative-certification programs, says David G. Imig, the chief executive officer of the American Association of Colleges for Teacher Education, a Washington-based organization representing more than 700 institutions. They worried such initiatives would sacrifice quality in

recruits to know whether they're making a difference in their schools.

exchange for quantity, he says.

Today, though, 75 percent of institutions of higher education with teacher-preparation programs run or collaborate on alternative models, Imig says, and "when deans get together, they brag about the wonderful qualities of these programs."

That's not to say he endorses all alternative-certification programs; some he labels "quick and dirty" approaches.

"What makes them successful is that they're school-based and have [college] faculty and [K-12] teachers working together to provide very rich programs in the schools," Imig says. "There's also got to be an opportunity to ... analyze what they've done."

In fact, colleges are integrating lessons learned from alternative routes into their traditional programs. Many are increasing the length of school placements and asking K-12 educators to teach college courses in an attempt to ensure prospective teachers receive meaningful instruction.

In just a few years, Feistritzer believes, the lines between "alternative" and "traditional" routes will blur. They'll all be hybrids of today's models, she predicts.

"We're going to have alternative certification. The question is: Are we smart enough to develop some methods and models that work?" adds Mark D. Musick, the president of the Atlanta-based Southern Regional Education Board. "I trust the answer to that will be yes."

Quality Counts *is produced with support from the Pew Charitable Trusts.*

ON THE WEB

"Variation in Teacher Preparation: How Well Do Different Pathways Prepare Teachers to Teacher," an October 2002 survey report from the National Commission on Teaching & America's Future, finds that "teachers who were prepared in teacher education programs felt significantly better prepared ... than those who entered teaching through alternative programs or without preparation." (Requires Adobe's Acrobat Reader.)

The National Center for Education Information posts the introduction to its publication "Alternative Teacher Certification: A State-by-State Analysis, 2002." See also congresssional testimony on alternative certification given by C. Emily Feistritzer, NCEI president, May 2001. "The most significant variable in driving the alternative teacher certification movement forward," Ms. Feistritzer said, "is the changing market for teaching."

The New York City Teaching Fellows Program offers an overview of the program, a description of teaching in New York City, and basics on certification.

"Professionalism and the Public Good: A Brief History of Teacher Certification" published by the Thomas B. Fordham Foundation, explores the emergence of state certification programs and the influence of the teaching profession on licensure. See also an index of articles and reviews of reports on alternative certification, from the Fordham Foundation's "Education Gadfly" newsletter. (Requires Adobe's Acrobat Reader.)

A brief description of Susan Moore Johnson's multi-site study of alternative certification programs is available from The Project on the Next Generation of Teachers.

"Moving Past the Politics: How Alternative Certification Can Promote Comprehensive Teacher Development Programs," from the National Association of State Boards of Education, 2002, cautiously recommends alternative certification programs to supplement traditional teacher training. (Requires Adobe's Acrobat Reader.)

Learn about the Georgia Teacher Alternative Preperation Program through its program description. GATAPP also describes the teaching fields prospects can enter, as well as the various universities and school districts that serve as program providers.

PHOTOS: Carla Jones-Tucker uses music to reach her 4th graders. The educator, who came to the profession via an alternative-training route, is recognized as one of the most effective teachers in her Houston school.
Jones-Tucker, right, shares a moment at home with her daughter, Shekina, and granddaughter, Giovanna.
In addition to being skilled in the classroom, Jones-Tucker is called upon to give in-service training to teachers in her district.

—Paul Howell for *Education Week*

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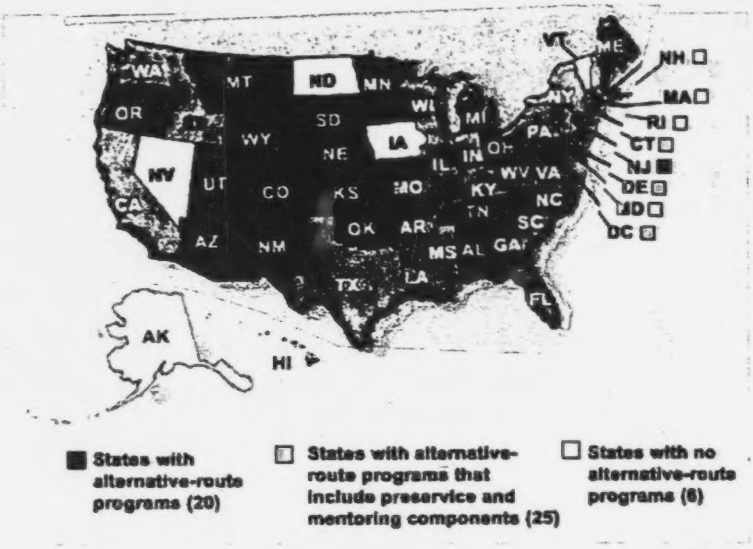
State Alternative-Route Programs

According to data collected by the National Center for Education Information, all but six states have some kind of alternative-route program in place to recruit, train, and certify teachers. *Education Week* research found that 24 states and the District of Columbia have "structured" alternative-route programs that include both preservice training and mentoring components. Eighteen of the programs require entrants to pass a basic-skills or subject-area test. Programs in 12 states and the District of Columbia also require some classroom training before candidates are assigned their own classes.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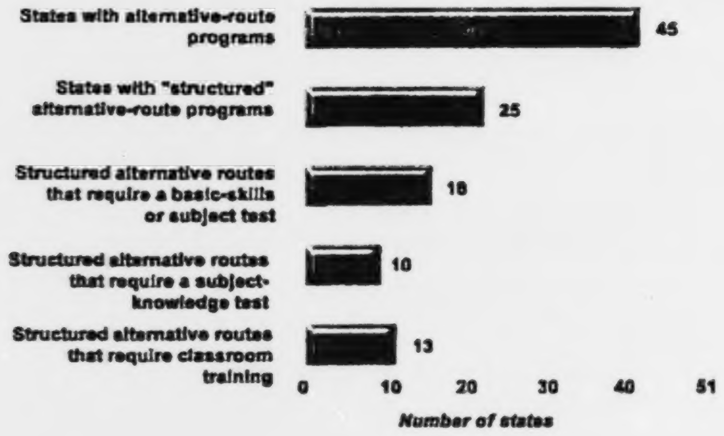
■ States with alternative-route programs (20)
▨ States with alternative-route programs that include preservice and mentoring components (25)
☐ States with no alternative-route programs (6)



Note: The District of Columbia is included in the analysis. Total state count=51.
SOURCE: National Center for Education Information, 2002; *Education Week* annual state survey, 2003

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January 9, 2003

The Job-Seekers

By Bess Keller

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- **Increasing the Odds**

How do recruitment and hiring practices affect the nationwide pattern of under-experienced and underqualified teachers disproportionately winding up at the schools facing the greatest challenges?

Education Week took a look at that question from the perspective of teachers who are job-hunting. We followed a dozen job searches in the Cleveland metropolitan area last summer, and we report here on seven.

In our small sample, all but one candidate was new to the profession. By design, each was a promising or a proven instructor with a solid academic background, successful prior experience with children, and a thoughtful approach to his or her craft.

Hiring practices keep good teachers away from city schools, but teachers' own preferences also influence where they end up.

Within that context, the major questions became: Did these people, whose experiences are described later in this section, want to go to schools and districts where the needs were high? And, if the desire was there, were such districts able to snag them?

Critics have long maintained that the tangled and outmoded hiring processes in many big-city districts, in particular, contribute to their difficulty in finding highly qualified teachers.

"We don't know the true nature of the teacher shortage because so many people are dissuaded from taking jobs in these cities because of the bureaucracies involved," suggests Michelle Rhee, the chief executive officer of the New Teacher Project, a New York City-based nonprofit group that works with districts to improve recruitment practices. "We would say: 'Clean the house first. Make everything as efficient as possible.' "

The experience of our applicants does indeed suggest that big, urban districts have to work harder to keep their recruitment and hiring practices from being a barrier to getting the best people. At least equally difficult for districts to overcome may be teachers' own preferences.

In a society in which most people now live in the suburbs, and the term "inner city" is synonymous with danger and intractable woes, many teachers don't even want to go downtown—much less feel prepared to deal with the real problems found there.

Public relations campaigns for city schools, upbeat brochures touting the excitement of city living, more efficient and effective hiring—all those tactics are likely to come up short if cities remain sinkholes in many minds, and if the schools in question can't provide environments that promise real learning.

In our sample, we found that when teachers with other choices do pick a district where most students are poor and members of minority groups, their preferences are often rooted in a commitment to the local community and the people there.

Subject-Area Shortages

According to a recent study on teacher supply and demand, the top five teacher-shortage areas are:

1. Special education
2. Mathematics
3. Science
4. Bilingual education
5. Technology

SOURCE: American Association for Employment in Education, 2002

Andratesha Munn, a standout master's-degree student who accepted a job in the East Cleveland district, one of the state's poorest, feels a calling to work with children who have grown up black and urban, as she did. Allison Hauserman, a middle-aged white woman, has made her home in Cleveland for more than 20 years, learning the byways of her husband's hometown and working at jobs in which she rubbed elbows with people from many walks of life. Her first choice for a teaching job was the politically battered Cleveland district, and she is teaching there this year.

Contrast their outcomes with those of several others, who thought about city jobs but ultimately shied away. Either the commute into the city from their suburban residences or the potential challenges of a large district where a disproportionate number of the children are poor and black kept those able white teachers closer to home. In two cases, the fact that they even thought about working in an urban district owes something to their positive student-teaching experiences in schools within or close to the Cleveland city limits.

Many candidates for teaching jobs head right for schools like the suburban ones they attended. Lyndsay Dimengo looked to the places where she already had connections. Dimengo is teaching this year in the Jackson district south of Akron, where her aunt lives and not far from where she grew up.

Even a program like Cleveland State University's 3-year-old Master's in Urban Secondary Teaching, which specializes in grounding teachers for a city experience, doesn't send all its graduates to high-poverty schools. Nor, given its time and tuition commitment, does it attract many African-American students, though the high-poverty districts it was set up to serve enroll large proportions of them.

Out of the 20-member class that included Tesha Munn and Allison Hauserman, just three students were African-American.

Size Matters

Yet lack of interest in urban teaching is not the only obstacle to filling the ranks with well-qualified instructors. Young, mobile teachers who might be drawn to city life and city schools often face an impersonal or sluggish system that prompts them to go elsewhere.

Some of the turnoffs aspiring teachers face are linked to district size. Carol Hauser, the personnel head of the Cleveland district, points to a stunning statistic: In 1998, 605 of Ohio's 611 school districts had fewer teachers overall than the 260 that Cleveland hired.

The scale of the work in urban districts makes it harder to move nimbly. When the 5,800-student East Cleveland schools heard that student-teacher Munn was interviewing next door in the 74,000-student Cleveland district, officials of the smaller but poorer district successfully scrambled to sign her up.

Size also tends to give an impersonal cast to the proceedings. After an interview with a recruiter led recent college graduate Heather Penny to believe the Cleveland district was seriously interested in her, she was surprised—and irked—when no one told her that her paper application had become outmoded. (The district had switched to an online system.) Later, she felt lost in a mass meeting with principals.

Young teachers who might be drawn to city schools often face an impersonal or sluggish system that prompts them to go elsewhere.

Penny, who is teaching this year in a rural district near Wooster, Ohio, also ran into a problem that bedevils many urban districts: the comparatively late date at which Cleveland might have been able to make her a job offer.

While urban districts plod through contract provisions that reserve jobs for teachers already in the system, beg veterans to decide early whether they are retiring, and try to keep track of hundreds of openings, smaller districts snap up new hires.

The shifting sands of urban districts' budgets further complicate and delay the tough job of forecasting the number of openings. A candidate with a strong commitment to urban schools may find the patience and stamina to stick through such uncertainties, but a young person anxious to be hired may go with the offer that comes first.

Job-Seekers' Misperceptions

Salaries make a difference, of course, but the effect is often muted for young, beginning teachers.

Veteran teacher Rebecca Ferrell balked at one more year of her Lutheran-school salary, several thousand dollars less than she would have earned in a Cleveland public school. But even she decided to stay put rather than go to a doubtful situation. Several in the *Education Week* group, such as 36-year-old beginner Michelle Flanagan, said they didn't pay much attention to the pay differences between public school districts. Flanagan figured she would make between $27,000 and $30,000 wherever she started in the area. She landed in the small city of Elyria, which will pay her around $29,000.

On the other hand, among the several reasons 23-year-old Robert Ristau gave for accepting a position as a teacher's aide in the Beachwood district rather than seeking a job as a teacher in Cleveland or elsewhere was future money. If Ristau steps up to the teacher's job for which he is certified in Beachwood, his beginning salary will probably top $34,000.

Research by Susan Moore Johnson, a professor at Harvard University's graduate school of education, suggests that salaries are more likely to influence male teachers than female ones. Age and experience may be important, too.

Elizabeth L. Useem, the head of research at the Philadelphia Education Fund, is finding that pay is less important to new teachers than those with a few years of experience. "Money seems to be emerging as a big issue after three years," she says, noting that both the press of college debts and the need to pay graduate school tuition are factors.

> **'Teachers want to feel safe; they want to feel they have a supportive and pleasant environment ... and they need to feel**

Unlike salary, general working conditions—skilled administrators, safe and orderly surroundings, students whose basic needs are being met—often make or break potential deals. Such considerations also place a premium on candidates' ability to

they can turn to people for support for their students.'

Sandra Feldman,
President,
American Federation of Teachers

select not just a district but a school. In that respect, Cleveland was handicapped because some candidates were unclear that, for the most part, the schools do their own hiring after an initial screening by the central office.

The experiences of the job candidates we followed suggest that urban districts can hire top-notch talent. But the availability of such talent is likely to remain relatively rare in the current climate of urban schools. Changes in the hiring process will help. So will broader cooperation with teacher-training institutions, which through student teaching provide the person-to-person contacts that often lead to successful matches.

Districts like Cleveland that have overhauled their recruitment and hiring practices with an eye to boosting the number of licensed teachers they need are making headway. And they seem to be avoiding some of the Kafkaesque procedural snarls of the past, which saw teachers passionate about urban youngsters tromping off to greener pastures.

But it will be hard for many districts to take the next step toward quality without more competition in the urban teacher market. To create that, administrators will have to do a better job of finding aspiring teachers who are comfortable in the city. But even then, the task may be overwhelming unless the lot of cities improves or a crusade for highly qualified teachers catches fire.

In that campaign, there would be no escaping that urban schools have to become better places to work with higher pay, says Sandra Feldman, the president of the American Federation of Teachers, which represents most of the nation's urban teaching force.

"Teachers want to feel safe; they want to feel they have a supportive and pleasant environment ... and they need to feel they can turn to people for support for their students," Feldman says. "You must have the environmental factors, or teachers will look elsewhere."

Quality Counts *is produced with support from the Pew Charitable Trusts.*

ON THE WEB

Learn more about the New Teacher Project, including highlights from past contracts and the group's strategies for meeting the goal of "attract[ing] high-achieving individuals who want to make a difference in the lives of under-served children."

The New Teacher Project was formed to build on the recruiting methods of Teach For America, which sends recent college graduates to teach in low-income areas across the country. Read an executive summary of "Teach For America: An Evaluation of

Teacher Differences and Student Outcomes in Houston, Texas," an August 2001 report concluding that TFA teachers have a positive impact on student performance.

Read a summary of "'Barely Breaking Even': Incentives, Rewards, and the High Costs of Choosing to Teach," by Susan Moore Johnson et al., of the Harvard Graduate School of Education. In her research, Johnson found that although most teachers said that they "did not enter teaching 'for the money,'" they were typically unhappy with their pay and "worried about whether they could 'afford to teach' over the long term." (Requires Adobe's Acrobat Reader.)

The Excellence in Teaching Partnership program of the Philadelphia Education Fund aims to recruit, prepare, and retain quality teachers in an effort to counter the staffing crisis outlined in its report "Teacher Staffing in the School District of Philadelphia," 2002. (Requires Adobe's Acrobat Reader.)

"The Teachers We Need and How to Get More of Them," from the Thomas B. Fordham Foundation, suggests that excessive pedagogical requirements are to blame for the shortage of qualified teachers, and that the solution lies with relaxing such requirements, focusing on recruiting efforts, and ensuring strong pay for teachers.

In "Survey and Analysis of Teacher Salary Trends 2001," the American Federation of Teachers documents the discrepancy between starting salaries for teachers versus those in other fields. (Requires Adobe's Acrobat Reader.)

Recruiting New Teachers, Inc., a national non-profit organization, says in "A Guide to Developing Teacher Induction Programs" that teacher induction—"the process of socialization to the teaching profession"—is a vital tool in attracting and retaining new talent in the educational field. (Requires Adobe's Acrobat Reader.)

PHOTOS: Heather Penny coaches girls' soccer at Triway High School, one reason a teaching job in the school's rural Ohio district appealed to her.

—Allison Shelley/*Education Week*

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January 9, 2003

Hiring Headway

By Bess Keller

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  - The Road Less Taken
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- **Increasing the Odds**

Recruiting teachers can mean sending a representative with a folding table to a hiring fair. Or it can mean a yearlong campaign that targets the best education schools, courts top students, and doesn't let up until a hundred newly minted teachers have signed contracts and been matched to the neediest schools in the system.

The Dallas public schools recently chose the second, less traveled road. District officials hired a nonprofit consulting group, the New Teacher Project, to land those traditionally trained and licensed teachers, capping an energetic season of recruitment that included a six-state media campaign and bonuses for teachers who signed on the dotted line early.

The New Teacher Project consultants drew in about 700 applicants, just over 100 of whom were hired and headed last fall to what many educators would consider hardship posts in the 166,000-student Texas district.

Large, high-poverty districts are acting on the insight that the lackadaisical approaches to teacher recruitment of the past can't meet the challenges they now face.

Large, high-poverty districts in addition to Dallas are acting on the insight that the lackadaisical approaches of the past can't meet the challenges they now face. Under pressure to raise student achievement and comply with the teacher-quality provisions of the sweeping federal education law of

2001, more than a handful of urban districts are overhauling their outreach to potential teachers, streamlining the application process, and offering jobs earlier to get a better pick of the crop. They are also striving for a system that will not only lure new teachers to where they are needed, but that from the start also will give the recruits a good chance of thriving there.

If no district has yet gotten its hiring game where it should be, the makings of improvement are on display.

Teacher 'Ambassadors'

In Dallas, for instance, the New Teacher Project showed how the impersonality of a large-scale hiring operation can be overcome. The project employed moonlighting district teachers as "ambassadors" to coax promising college students into the program and through to hiring. That step was as important as advertising, says Michelle Rhee, the president of the group.

CHARTS

Strategies Used by Schools to Fill Vacancies

The project also took applicants through an intensive, 4 1/2-hour interview in groups so they could see the high caliber of their peers. And although making the match between teachers and individual schools took several months, program administrators were able to notify candidates of acceptance—tantamount to a job guarantee—within a few weeks, according to Rhee.

In the six years of its existence, the New York City-based New Teacher Project—an off-shoot of Teach For America, which sends recent college graduates to urban and rural schools—has gone from contracts with three urban districts to contracts with close to 20. Its expansion is one measure of interest in better teacher hiring.

Two years ago, the project worked with the 74,000-student Denver system, where its fresh approach continues to be felt. To recruit for the current school year, the district adopted the slogan "Meet the Challenge."

"We were looking for folks who wanted to come to our district, who had that sense of calling" to work with disadvantaged children, says Linda Schempp, a human-relations manager for the system. "We'd also tell them, 'By the way, Denver is the highest-paying district in Colorado.' "

The district has been reaching out recently to community organizations with the goal of finding more bilingual teachers for a school population that is itself 60 percent bilingual, Schempp adds.

Following a national trend, Denver put its teacher applications online last summer, one part of a move to make crucial hiring information readily available to principals and to shift most of the responsibility for hiring from the central office to the schools.

That's a direction favored by a number of big-city districts, and for good reason. Such a move cuts down on job offers that come without a specific assignment attached, which many teachers regard as an inferior deal. And it helps schools build the staffs they need.

The Cleveland district is further along in the shift to school-site hiring, aided by the kind of computerized system Denver has planned. About a year ago, the 74,000-student Ohio district started requiring applicants to fill out a brief online application and then take a 45-minute online test measuring how well they stack up in attitude and approach to a sample of successful teachers in urban classrooms. The results, along with information about the candidates' areas of certification, are available online to principals, who ideally take charge of the hiring from there.

A number of big-city districts are taking steps to shift responsibility for hiring from central offices to schools.

Carol Hauser, who heads the district's personnel office, says the high-tech approach saves Cleveland time and money, while reducing wear and tear on applicants. The test scores provide principals with information that's far more useful than the résumés and recommendations that used to flood the central personnel office, according to Hauser. In the new system, paper documentation is minimized and pushed to the end of the process.

Following another trend, Cleveland has also ditched most of its paper promotional materials, replacing them with a CD-ROM in a jazzy-looking jacket. Dallas unveiled a similar tool last summer.

Timing Is Everything

But even with better technology and a sharper focus, many big-city districts seem hamstrung by timing. Compared with suburban school systems, they often arrive late to the teacher job market. That's in part because urban teachers' contracts are more likely to give at least some teachers already in the system the right to certain jobs before they can be advertised outside, a right that makes for extra, time-consuming steps in the assignment and hiring process. It's also because figuring out how many teachers are needed can be enormously complicated in a big, shifting system, so administrators wait rather than sign up people for jobs that won't exist come September.

Compared with suburban school

In Boston during the 2000 teacher-contract negotiations, school officials pushed for the elimination of seniority privileges in assignment and hiring. They won some changes, and were able to step up the district's hiring schedule.

systems, big-city districts often arrive late to the teacher job market.

San Diego has started hiring teachers as early as October for the following school year, nine months before sign-ups used to begin.

"I found the existing approach was very 1950s, conservative, cautious, and last-minute," recalls Deberie L. Gomez, who has headed personnel for the 143,000-student district since 1999. "In urban districts, you have to go out there and take a risk."

One risk involves overhiring. Another has to do with pushing the teachers' union on its rights. Gomez has, for example, asserted that district officials can veto the reassignment of a veteran teacher on grounds other than formal evaluation and type of certification. Such a veto, which has drawn a formal grievance from the San Diego Education Association, could open more positions to teachers from outside the system.

Gomez plans further changes—more online data, more responsibility for hiring at the school level. Already, though, she's gotten her reward. After her first hiring season, she recalls, "principals were walking up to me, saying, 'My new teachers are so much better-quality than we've seen before.'"

Quality Counts *is produced with support from the Pew Charitable Trusts.*

ON THE WEB

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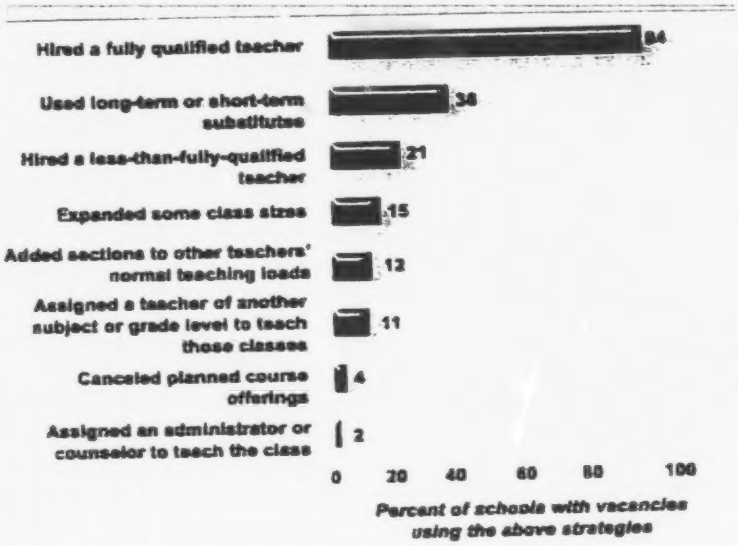
Strategies Used by Schools to Fill Vacancies

According to the federal Schools and Staffing Survey, a significant percentage of schools with vacancies use long-term substitutes and hire underqualified teachers to fill needs.



SOURCE: *Education Week* analysis of U.S. Department of Education, National Center for Education Statistics, Schools and Staffing Survey 1999-2000

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January 9, 2003

Teacher Profiles

By Bess Keller

Cleveland

Andratesha Munn | Allison Hauserman | Heather Penny | Rebecca Ferrell
Lyndsay Dimengo | Robert Ristau | Michelle Flanagan

Andratesha Munn

Andratesha Munn started her job search around Thanksgiving 2001, nine months before she hoped to be standing in her own classroom. She pictured herself surrounded there by students like the ones she had coached in an anti-poverty program aimed at getting teenagers into college.

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  - Deciding Factors
- **Swimming Upstream**
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- **Increasing the Odds**

She was under no delusions about the ease of landing a job in a high school English department, even in one of the five urban districts that were her targets and with her fine record in a master's-degree program in urban secondary teaching at Cleveland State University. Openings are few, and competition is stiff in teacher-rich Ohio.

Of the five Cleveland-area districts with enough poor students to fulfill the requirements of the loans Munn had taken out to get her degree, she ended up, after visits, applying to the high schools in just two of them—Cleveland and its much smaller but equally urban neighbor, East Cleveland. One of the others she deemed too far away, and another struck her as too clubby when administrators boasted of how hard it would be to get a job there. The 74,000-student Cleveland district and 5,800-student East Cleveland system have both been declared in a state of "academic emergency" by Ohio.

Right after graduating Cleveland State University with a degree in women's studies and English, Andratesha Munn's goal was in place: She wanted to teach in urban public schools.

A poised 24-year-old woman with delicate glasses perched on her nose and an air of quiet intelligence, Munn grew up in Cleveland's Central area, attending Roman Catholic schools from kindergarten through 12th grade.

When she began the Master's in Urban Teaching program at Cleveland State in the late spring of 2001, right after graduating from the university with a degree in women's studies and English, her goal was in place: She wanted to teach in urban public schools. Those were the same schools that seemed to be failing the Upward Bound students she had tutored and supervised in a dormitory the summer before.

"That program," she says, "is at the heart of why I want to be a teacher, especially in an urban area."

Munn is also fulfilling a dream cherished by her mother, who did not complete college, and an even older dream pursued by her grandmother, who at one time attended a teacher- training school but did not graduate.

In February, Munn filled out applications for Cleveland and East Cleveland, where she was student- teaching at the smaller district's Shaw High School. To get the application, she simply walked back to the school board's office, which is housed adjacent to the high school.

That same week, the Cleveland district called her in for an interview and offered her a position—somewhere in one of the district's middle or high schools. It was too early for the personnel office to pinpoint jobs, but from experience, the recruiter could tell her that a middle school job in Munn's field was more likely to open up than a high school job. It would likely be August—six months hence—when the young teacher could know for sure about a job.

Meanwhile, the head of the urban master's-degree program happened to meet with administrators from East Cleveland, and mentioned that Munn was being courted by the big district next door. Soon after, the Shaw principal and East Cleveland's personnel director approached Munn and also offered her a job. They couldn't be absolutely sure yet, they said, but they expected a few retirements, and a job should open up in English at the high school.

That sounded good to Munn, as she envisioned her first year of teaching, a year everybody in the profession knows is grueling.

Not only had she observed classrooms at the school in the fall, she was running her own for a semester under the supervision of a faculty member and with guidance from the assistant principal.

"They welcomed the student-teachers," she recalls of her first days in the school. "People came up and asked if you needed anything.

"I felt that was the best place for me as a first-year teacher. I have a support network. I know the curriculum; I know how to use the books and the tools they have. And I have a base of kids I already know."

Munn stuck with her decision through a bitter two-week teachers' strike in April 2002 and some confusion about when her contract would be ready. She moved to a high-rise apartment building that overlooks the school in June, and that month began teaching a summer course. The school board approved her contract last July.

In October, she reported that her first year was going well.

Allison Hauserman

Told by school district recruiters in January 2002 that the time to apply for teaching jobs was right that moment, Allison Hauserman heard but did not act. She had recently begun student-teaching at James Ford Rhodes High School on Cleveland's west side, and she couldn't figure out how to fit the applications in alongside lesson plans, the other requirements to complete her master's degree in urban teaching at Cleveland State University, church obligations, and the needs of her husband, daughter, and pets.

At 51, Hauserman, who has a master's degree and the coursework completed toward a doctorate in American history, badly needed to make some money and enroll in a pension plan. She eventually completed applications to the school districts where she most wanted to work: Cleveland, where she lives, and an inner-ring suburb next door, Euclid.

Allison Hauserman's positive experience student-teaching had confirmed for her that order and learning were possible in Cleveland's public schools.

Meanwhile, the student-teacher was consumed with preparing her class at Rhodes High to enter a citywide moot-court contest. The school had never placed in the competition, and Hauserman had never taught law. Nonetheless, on April 26, the students outdid themselves, ranking third overall, with several individual wins for best lawyer, best witness, and best writing.

In May, the three victorious teams and their coaches were recognized at a school board meeting. Before Hauserman could put herself forward for a job, the district's chief executive officer, Barbara Byrd-Bennett, peered over her glasses and said: "I have only one question: Where is the student-teacher teaching next year?"

But even Byrd-Bennett, who later patted Hauserman on the shoulder and assured her that the dearth of openings in social studies wouldn't prevent her hiring, has to follow the dictates of the Cleveland teachers' contract.

A letter inviting Hauserman in for an interview came less than a week after her appearance at the board meeting. During the interview, though, an administrator told the student-teacher that with eight contract-protected social studies teachers to place, she couldn't offer a social studies job. Still, the administrator said, she could hire Hauserman immediately if she was willing to sign on as a special education teacher with the understanding that if something opened up, she'd be at the head of the line.

The more she thought about it, the more Hauserman didn't mind that her inaction might have foreclosed other possibilities than Cleveland. She wanted to teach there. Warnings about disruptive and violent students from a classroom veteran and from the young teenagers in her Sunday school class didn't dissuade her. Nor did a half-year stint in 2001 as a substitute in a chaotic elementary school, where a student inadvertently tripped her, and she broke several ribs. Her experience at Rhodes High School had confirmed that order and learning were possible in Cleveland's public schools.

Equally, she was committed to the city. A resident for two decades, she had traveled its byways as a sales representative, worked with its young people as a restaurant manager. Her 11-year-old daughter had attended the neighborhood public school. Her husband's employer is the city government.

Sitting in a square of rose-dappled garden behind her modest bungalow a half-block from Lake Erie last June, she waved a hand and said, "Who would want to live anywhere else?"

That month, she took the only job offered her in Cleveland, despite her qualms. "I have no training in special education; it's not fair to the children," she had lamented a week earlier, with the requirements for her master's degree almost completed. Still, argued the administrator who made the offer, you know more than someone without teacher training. She also said Hauserman could pick her school, although the principal would have to agree to the match.

Unspoken was the fact that even with just a single course in special education, Hauserman qualifies as a licensed teacher under Ohio regulations as long as she teaches special education at the secondary level. (The regulations would not deem her certified if she taught special education or reading, for instance, in an elementary school.)

Hauserman picked Collinwood High School because it was 10 minutes from home, and she would know some of the students there. And that's where she thought she would be until she showed up at a new-teacher orientation about a week before school started. She learned, contrary to her expectations, that the district had hired new social studies teachers, even though she'd been promised first crack.

That triggered three days of back-and- forth with school officials until Hauserman was assigned, at last, to teach social studies. She is at East Technical High School Annex, a biotechnology-themed school made up of about 400 students moved out of their home building, which is being renovated.

"They are the most wonderful kids," she said happily the third week of school last fall. "If you had given me a list and let me pick where I wanted, this would be it."

Heather Penny

Heather Penny, a 2001 graduate of the College of Wooster in Ohio, cast a wide net when she set out to find a teaching job. She had majored in sociology and taken coursework in education, returning the following fall to the town of Wooster to student-teach and earn her license. Between that December and May 2002, she estimates, she sent out 20 applications to districts in northern Ohio.

Her preference, though, was the Cleveland area, and within that, the city's more sociologically diverse east side—a cultural jump from the suburb of Parma, where she had grown up the daughter of teachers. Her independent study at Wooster, a small liberal-arts college, had looked at relations between black and white students and earned her departmental honors. She was drawn to the most disadvantaged students.

When the Cleveland district took its time offering Heather Penny a teaching position, she accepted a position elsewhere.

Among Penny's first applications was one to the Cleveland schools. She got a call back the following week and was invited in to talk with a recruiter. "You seem great, we'd love to hire you," was the message she took home from their conversation.

Nonetheless, the 23-year-old Penny knew that getting hired was more involved: There had to be elementary or middle school openings to match her certification, which the recruiter anticipated. And a principal had to choose Penny, a blonde with the athletic build of the soccer player she was in college.

At a teacher job fair in April, Penny learned that the district had instituted a new online-application process, a change confirmed by her recruiter. Her paper application now obsolete, Penny started over again online. The first part merely asked for identifying information, while the second was a multiple-choice and short-answer test asking about the candidate's approach to the challenges of teaching.

Devised by the Gallup Organization, the test rates candidates by how closely their answers match those of teachers in urban settings across the country who have been deemed the best at their jobs. A candidate's percentile ranking and state certification are made available online to principals seeking to interview teachers for openings.

The test somewhat mystified Penny, and left her dissatisfied, but she completed it. "The questions were ambiguous," she says. "Sometimes you could say, 'Wow, this might be the best answer, but if you knew the situation, *this* would be it.' "

After the test, she waited. The recruiter's enthusiasm and then a month and a half of silence were hard to reconcile, but other districts were not responding either. Elementary school teachers are plentiful in Ohio, and although Penny's certification allows her to teach middle school, she doesn't have the content specialty that some middle schools have begun to look for.

Also, hidden from Penny, Cleveland school officials were surprised to find that the district needed not a single elementary school teacher because of cutbacks in state aid for class-size reduction.

In June of last year, Penny was notified of a get-together with district principals, but the announcement said just special education teachers and school psychologists were invited. She took a chance on showing up, but it didn't pay off. The event struck her as disorganized, and principals didn't want to talk with her.

The next week, dropping by a school where she had substituted during the previous several months, she stumbled on a job opening with the Triway Local School District near Wooster. She was called in for an interview, and by the end of the month, she had been offered a job as a teacher in the district's program for gifted and talented children on the condition that she start working toward a specialized license in that area.

Suddenly, she wanted her future to be settled and enjoy what was left of the summer. She knew two of the three principals she'd be working with, and what's more, she had a good chance of being named the assistant girls' soccer coach at the high school. It wasn't the job she had envisioned for herself, with just a tiny number of children in the rural district poor enough to qualify for free or reduced-priced lunches. But it was a real job with a public school salary before the end of June. She took it.

At the end of July, Cleveland called to see if Penny was still interested. A few days later, Parma called.

"I wanted to go where there is more disadvantage and more differences among people. And now," she sighs, "I'm in Wooster."

Rebecca Ferrell

Rebecca Ferrell's growing frustration with the Lutheran school in suburban Cleveland where she has taught for a decade prompted her to look for another job. Halfway through the coursework for her second master's degree in education, she wanted a place where other teachers would pour themselves into improving their craft, where her interest in pursuing National Board for Professional Teaching Standards certification would be greeted with more than a shrug.

Ferrell, who is 45 and has 22 years as a teacher in elementary classrooms, put out feelers last spring to a few suburban districts near her home, about 30 minutes west of downtown Cleveland. She used *The Plain Dealer* to identify those with good student- test results and high proportions of college-bound students. Those districts had no openings. The district where her Lutheran school is located took her application and promised to keep it on file for two years.

Ferrell also applied for a job in a Lutheran school in inner-city Cleveland—and turned it down when offered. She also decided against applying to the Cleveland public schools.

"It's partly my husband's influence," says Ferrell, who teaches 3rd grade. "My first experience was in a rural district, and here I am in the suburbs. [My husband] really feels it may be a struggle for me in the discipline area. I'd be excited for the challenge, but I don't know how I'd handle difficult home situations."

By last August, the veteran was mulling over a future return to school for a doctorate, maybe combining that with some teaching at the college level. One thing was for sure: "This is my last year at my present school."

Lyndsay Dimengo

As a student in John Carroll University's teacher education program, Lyndsay Dimengo taught at a middle school in the old, racially mixed Cleveland suburb where the Catholic university is located. "I loved the diversity of it," she said of the Cleveland Heights-University Heights district school just after graduating in the spring of 2002. "It was a wonderful school."

But too far away for the future she was then envisioning. A native of an Akron suburb to the south, the 22-year-old Dimengo was about to marry a man with another year at the University of Akron and then plans for training in the ministry at Ashland University, southwest of Akron. So Dimengo drew the lines for her job search around Akron, going only as far north as Cleveland's mostly well-heeled southern suburbs.

With easily more than a dozen districts to choose from, she pursued ones in communities she was familiar with, plus the two where she had been substitute teaching. Right before her wedding, the one-time pre- med student sent out eight applications for what she hoped were math or science openings in middle schools.

Two weeks later, the Jackson district—where Dimengo's aunt lives—called her in for an interview at its middle school. A day later, Dimengo had a job offer.

"It's exactly what I want," she says with elation. "It's a growing district, and everyone I've heard said it's a great district."

Adds Dimengo: "I had more the city experience, and then when I substitute-taught, it was suburban, and that seemed easier. But I know it will still be a challenge."

Robert Ristau

Halfway through the summer of 2002, Robert Ristau's 20 or more applications for a teaching job had gotten nary a nibble. He had graduated in May from Wittenberg University in west-central Ohio with a major in education and a teaching license for the middle grades.

He was interested in two districts not far from Wittenberg and a few in Michigan. But the 23-year-old aspiring teacher mainly applied to systems in suburban Cleveland, where he had grown up. He hesitated applying to Cleveland—or any other high-poverty district—for two reasons. One, he had student-taught in such a district for 10 weeks and found the experience discouraging.

"It was very frustrating ... trying to do something fun and the students weren't responding or caring," he says. "My inexperience with classroom management in another situation wouldn't have been as bad, I think."

And second, Ristau's father, after many years as a teacher in a Lutheran school, had switched to a Cleveland public school just the year before—and quit midway through. "I know it must have been pretty bad for him to leave midyear," Ristau says, "because I consider my father the type who would stick things out if it was at all beneficial."

Still, in July, the younger Ristau hadn't completely ruled out the city district. "Cleveland pays really well," he noted, although salaries there are not quite in the top tier for Cuyahoga County, which includes Cleveland and 30 smaller districts.

By August, Ristau had chucked the Cleveland option and leaped on his other fallback plan. He applied to be a substitute teacher in five districts. If he couldn't have his own classroom, he could live with his parents and get good experience as a sub.

Then, through a friend of a friend, he landed an interview for a job assisting a teacher who runs a special room—part decompression chamber, part study hall—for students in an intermediate school. It seemed a great opportunity to learn from a veteran teacher and to get a foot in the door of the desirable Beachwood district near home.

"I thought it was a good fit for me, even though I don't get to do the actual teaching part," he says. "I still get influence over kids, especially kids having problems.

"And it's a good district— it's a wealthier community, and they spend their money on schools," he adds. In fact, teacher pay in Beachwood was right at the top for the state last year, though Ristau will draw an aide's salary.

Ristau started his new job in September.

Michelle Flanagan

Michelle Flanagan worked her way through the courses for teaching certification during almost 10 years in secretarial jobs at Cleveland State University. Graduating last spring, she knew that the job search would not be easy. Her preference was to work as close as possible to the suburban community on the shore of Lake Erie where she lives with her husband and 6-year-old daughter. She also favored a high school over a middle school, and because of the pay, a public school job over a private school position.

By late June, Flanagan, who is 36 years old and holds a bachelor's degree in communications, had applied to 11 districts—"mostly nicer suburbs" west of the city, but also the small Rust Belt city of Elyria, and to Cleveland. The big city worried her, though, because she believed that the district's standard procedure was to hire teachers and then decide where to place them. "You could end up in a really terrible area," she observes, "or an hour from here."

She also scouted graduation rates and teacher-attendance rates, wondering whether she could work at a school where fewer than 80 percent of the teachers show up daily, as is true at some Cleveland schools.

In mid-July, Flanagan tracked down two openings in districts to which she had applied, and also heard from Cleveland about a middle school post on the southeast side of the city—the farthest quadrant from her home. She declined the Cleveland interview, and pursued the other two possibilities.

In August, she snagged the job in Elyria. The district is on "academic watch"—the state's second-lowest ranking. But Flanagan liked that she would be teaching 9th graders as part of a team that has as its mission greater success for freshmen, and ultimately more diplomas.

"Maybe I'll be able to make a difference."

Quality Counts *is produced with support from the Pew Charitable Trusts.*

PHOTOS: "Tesha" Munn, center, teaches in one of Ohio's poorest districts, a job she trained for in an urban-educators program.
Ferrell outside her Lutheran school
—Allison Shelley/Education Week
After some bureaucratic tangles, Allison Hauserman got the job she wanted teaching social studies in a Cleveland high school.
—Robert Wetzler for Education Week.
Dimengo at home.
Ristau on his school playground
When the Cleveland district took its time offering Heather Penny a teaching position, she accepted a job elsewhere. Flanagan with her daughter
—Allison Shelley/Education Week

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January 9, 2003

Increasing the Odds

By Jeff Archer

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- Increasing the Odds

For Carol Tureski, the journey from enthusiasm to disillusionment took seven years.

When she first started teaching at a New York City high school, she was thrilled just to have a class of her own and to be working in a high-need community where she felt she could make a difference. "I was on fire," says Tureski, a graduate of prestigious Teachers College, Columbia University.

But even as she grew more confident in her own abilities, the language arts teacher found it harder to ignore the world outside her classroom. Students would bang on her door and run away, or they'd pull the fire alarm as a prank. Meetings of the parents' group rarely drew 20 participants into a building that served 2,000 students. And although she says some great teachers were there, the size of the school made it a hard place for staff members to nurture a sense of community.

The reasons good teachers avoid tough schools are many. Simple solutions seldom suffice.

"I finally left because I wasn't feeling successful," says Tureski, 40, who transferred to another urban school despite her principal's pleadings. "I would listen to myself talk to friends and family about school, and all I heard was myself being resigned to the fact that things weren't getting better."

That is what policymakers are up against as they try to close

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the "teacher gap." On the surface, it seems a classic Catch-22: Effective teachers have reason to be wary of tough schools, and yet tough schools are the ones that need them the most. Says Carol Ascher, an anthropologist at New York University who has studied the issue: "From a teacher's point of view, it makes every sense in the world to move out of a school like that."

CHARTS

State Support for New Teachers

Attracting Qualified Teachers to Districts

But some high-need schools can attract—and hold on to—highly qualified teachers, suggesting that the problem can be overcome. Tureski's new school serves as challenging a population as her old one, and yet she says student discipline is less of an issue, and administrators and staff members are able to work as a team. A big help, she adds, is the school's size: just 400 students.

States and school districts are finding that they can give needy students a better shot at being taught by an excellent teacher. True, that work has often been a learning experience. Many are realizing that getting high-caliber recruits into the right schools is one matter; fostering the conditions so they can thrive there is another. But together, those efforts may reveal the right mix of incentives.

No Magic Number

Many policymakers see money as part of the equation. In recent years, districts have sought to lure teachers to difficult schools with a range of financial incentives—from bonuses and college scholarships to mortgage-assistance programs. Teachers themselves support the idea. A national poll of teachers by Public Agenda two years ago found that 84 percent approved of paying more to their peers in schools serving large numbers of students who were academically at risk.

Monetary rewards can bring more teachers to a district's doorstep. Recruiters from poor districts in Mississippi credit a loan-forgiveness program launched in the state four years ago with giving them a more competitive edge in the market for new teachers. The venture—part of a broader initiative to tackle teacher-recruitment problems in the state—pays off a year's worth of college tuition for every year a new teacher works in one of 42 districts with severe teacher shortages.

"When you attend a recruitment effort, one of the first questions they ask is, 'Are you a critical-need district?' " says Janet Collins, the personnel director for the 7,000-student Greenville public schools in the Mississippi Delta region.

Higher pay is another magnet, as seen with New York City's new teachers' contract. The agreement brokered last summer hiked starting salaries from $31,910 to $39,000, while also dramatically increasing the wages of veterans transferring into the system. It seems to have helped: Of the 8,500 teachers hired by the district for the 2002-03 school year, 97 percent were fully licensed. In the year before the raises, only about half the new hires held the state credentials.

And yet, the power of the almighty dollar has its limits. Even the most generous financial incentives have sometimes fallen short of providing enough first-rate instructors for needy students. Consider:

Even the most generous financial incentives have sometimes fallen short of providing enough first-rate instructors for needy students.

- Last summer, the 162,000-student Palm Beach County, Fla., schools offered $10,000 bonuses to teachers who had demonstrated their ability to raise student-test scores and agreed to work in one of the system's lowest-performing schools. While 17 stipends were offered to highly effective teachers already in the struggling schools, a total of 131 invitations were sent out in the hope of attracting others to transfer. In the end, just 10 agreed to switch schools.

Palm Beach district officials point out that the offers went out two weeks before the start of school, giving little time for teachers to make such a major decision. But Shelley Vana, the president of the Palm Beach County Classroom Teachers Association, says other factors played a role in the low acceptance rate. One, she says, is the stigma of working in a building given a rating of F or D under Florida's school accountability system.

"Being at a school that's labeled an F is a very big risk for your career," she says.

- California pays $20,000 over four years to teachers certified by the National Board for Professional Teaching Standards who work in schools whose performance puts them in the lower half of the state's 10-point rating system. While half the teachers in the state who have been thus recognized are in such schools, more than 90 percent of them teach in the Los Angeles Unified School District. The 737,000-student district offers its own 15 percent salary increase for board-certified teachers and gives teachers extensive guidance and technical support as they go through the certification process.

Even within the Los Angeles system, the concentration of board-certified teachers varies considerably, according to Adrienne Mack-Kirschner, who used to work with LAUSD teachers seeking certification and now does the same for educators throughout Los Angeles County. She knows of two regions within the Los Angeles Unified district that serve similar numbers of students, and yet one has 100 teachers who have earned the recognition and the other has just 11.

"If you're a teacher in a very low-performing school in the central city," Mack-Kirschner says, "the odds of hearing about and of succeeding [in becoming certified] are extremely reduced."

- A highly selective program in Massachusetts that had offered candidates an accelerated training course in teaching and a $20,000 signing bonus over four years had seen fewer than half its participants go on to high-need districts in the past two years. Though state officials point out that participants aren't required to work in such systems, the initiative targets recruits "strongly committed" to working in "high-need urban schools and communities."

A critical lesson from such experiences, say many experts, is that financial compensation may be part of the mix, but it's not the only ingredient. "No kind of bonus is going to make the difference in an environment where you feel you don't have the opportunity to be successful," says Elizabeth L. Useem, a researcher with the Philadelphia Education Fund, a nonprofit group that works to upgrade that city's schools.

The Right Set of Tools

One way to increase the odds that teachers will be successful is to give them the right training. A common complaint is that teacher education programs haven't done enough to steep candidates in the realities of working with students who have social and economic disadvantages.

"I think we probably lose those wonderfully brilliant teachers who could make a big impact, because society is changing faster than teacher-preparation programs can prepare people for that," says Sheryl Nussbaum-Beach, a 44-year-old teacher at a high-poverty elementary school in Virginia Beach, Va.

Some teacher- preparation programs are retooling. Seven years ago, the education school at the University of California, Los Angeles, underwent a radical transformation from what had been, says UCLA education professor Jeannie Oakes, "a feeder, for the most part, for more affluent, suburban white schools."

UCLA's new master's program has teaching candidates spend considerable time in the low-income communities of Los Angeles. They carry out research on inner-city neighborhoods and learn how to make home visits to children's families. Moreover, all are required to sign their first teaching contracts with the Los Angeles school system, and during the first year, they continue to be mentored through the UCLA program.

A common complaint is that teacher education programs haven't done enough to steep candidates in the realities of working with disadvantaged students.

"When we started this program, people said, 'You're nuts; you're not going to get anyone to come,'" Oakes says. "We still have two applications for each position, and with more than double the number [of positions] we had six years ago."

As with the UCLA program, many school districts are learning the importance of continued training and support once new teachers are in the classroom. Louisiana's Lafourche Parish public schools, a rural system serving 15,000 students, had been losing half its new teachers each year until it established an induction program in 1996. Now, the attrition rate is 11 percent.

Lafourche Parish begins its program just before the start of the school year with four days of training focused on classroom management. Each recruit is then assigned a master teacher in the same building who provides advice on everything from how to handle parent conferences to how to prepare for job reviews. Novices also can ask questions and get advice at monthly meetings held just for new teachers.

"I had my mentor's phone number memorized by the end of the first week," says Angie Chatagnier, a 23-year-old kindergarten teacher who remarks that the induction program was "a major selling point" when she was deciding which district to work in.

Such programs are proving even more critical as more people opt against traditional preparation programs in favor of alternative routes that put them in their first teaching jobs before they've had much, if any, training in how to teach.

Officials in Massachusetts suspect that lack of support is partly the reason why the state's $20,000 signing-bonus program—which drew national publicity when it was announced in 1998—has seen an attrition rate as high as 30 percent some years for participants who took jobs in needy districts. In recent surveys of those who have gone through the program's fast-track-training component, 41 percent either said they didn't have any mentoring or rated their mentoring as poor. And only 10 percent of their principals said they gave recruits who came through the program additional support that other new teachers wouldn't normally get.

Orin Gutlerner, who oversees the initiative for the Massachusetts education department, says attrition rates have dropped as the agency has shored up its support system, including 18 hours of seminars during the school year that bring the new teachers back together with those they trained with over the summer.

Late last year, the department changed the program to target the signing bonuses toward nontraditional candidates in innovative teacher-training programs run by universities. The summer training program continues, but without the financial incentive.

Experts agree that raising teacher quality depends as much on how educators are trained and supported as on who goes into the profession.

"I think we've got to kind of get away from this business of 'Let's get rid of the bad guys and bring in the good guys,' " says Harvey Hunt, a co-director of the Center for the Future of Teaching and Learning, in Santa Cruz, Calif. Alternatively trained teachers "are all well-meaning, but lacking in real preparation and support."

Working Conditions

Although states can play a role, districts bear the greatest burden for fostering the conditions in which teachers feel they can be effective. To do so, some local administrators offer this rule of thumb: Ask teachers what it is they need. "They know what all the day-to-day issues are," says David Fairall, the human-resources director for the combined Winston-Salem/Forsyth County public schools in North Carolina. "They know much better than central office or the school board does how a particular initiative is going to be received."

That's what his 46,000-student district did a few years ago to find a way to improve teacher quality and staff stability at its 21 "equity plus" elementary schools. (The designation is used by many North Carolina systems to identify schools serving the most academically at-risk students.) At meetings with a planning committee of teachers, Fairall found far more interest in smaller class sizes than in higher pay.

Winston-Salem/Forsyth County did introduce a nominal, annual stipend that amounts to several hundred dollars for most teachers at equity-plus schools. But it also limited class size in grades K-3 to 18 and in grades 3-5 to 20, compared with 24 and 26, respectively, in the rest of the system. In the three years since the changes went into effect, the average years of teachers' experience has increased at 70 percent of the equity-plus schools, compared with 38 percent in the rest of the system.

North Carolina's largest district has gone a few steps further. Four years ago, officials in the 112,000-student Charlotte-Mecklenburg system compared the staff makeup at some of its best- and worst-performing schools, and put together a package of incentives aimed at getting the latter to look more like the former.

Stipends of $2,500 were offered to licensed educators in the district's equity-plus schools who had at least

'If you want to entice me to a low-performing school, then give me a strong administration, promise me staff that are going to work collegially, and a clean school, and an environment that we can all buy in to. ...'

Rose Vilchez,
Nationally certified teacher

four years' experience, a master's degree, and proven ability to raise student performance. At the same time, though, the system gave those schools funding for additional staff members, and it guaranteed their teachers 30 percent more money for instructional supplies than their peers in the rest of the district received.

"Incentives are critical, but purely doing financial incentives is never going to be enough," says Barbara Jenkins, the human-resources director in Charlotte-Mecklenburg. "There has to be something done around working conditions."

After less than two years, four of six teacher-qualification characteristics that Charlotte-Mecklenburg administrators are tracking at the high-need schools have improved. For instance, 14 equity-plus schools had the same percentage of fully licensed staff members last year as the system's highest-achieving schools; that's up from 10 the year before.

Despite the gains, school board Chairman Arthur Griffin Jr. says more forceful steps may be warranted if more progress isn't made soon: "We either do it through incentives voluntarily, or we do what is moral and right, and we assign teachers where they are needed."

In part, the problem is that much of what good teachers value is intangible. While it's relatively easy to tinker with such features as class size, salaries, and funding, it's harder to get a handle on how a school is managed and how well its staff members work together. But those factors play a huge role in teachers' career decisions.

Just ask Rose Vilchez, a 32-year-old educator from Southern California. The nationally certified teacher left a low-performing school two years ago, forfeiting the chance to earn the $20,000 bonus the state pays board-certified teachers in such schools.

She still wanted to work with disadvantaged students, she says, but saw her school as falling short of its potential. Vilchez maintains that teachers were sometimes not assigned to teach the grade levels they were best at. And staff-development meetings felt superficial to her; they were more focused, she says, on swapping lesson plans than on talk of what made for excellent instruction.

"If you want to entice me to a low-performing school," says Vilchez, who went to a higher-performing school and now is beginning full-time work toward a doctorate, "then give me a strong administration, promise me staff that are going to work collegially, and a clean school, and an environment that we can all buy in to, from the principal to the custodian."

One way that some districts are seeking to change their schools' culture is through site-based hiring, which allows administrators and other staff members at each school to choose new teachers. The long-standing alternative has been automatically to give an open spot to the most senior eligible teacher who asks to transfer to the school, a practice that doesn't ensure a staff of like-minded people, critics say.

Decentralizing personnel decisions in that way usually means changing the local teachers' contract. But many unions have been resistant, and even where seniority provisions have been scaled back, change can be slow. District and union leaders in Philadelphia two years ago approved a plan to allow site-based hiring at any school where two-thirds of the teachers approved of the idea. Since then, 29 of 263 buildings have gone that route.

In Seattle, site- based hiring is just one part of a larger effort by district leaders to encourage a distinctive environment at each school. Not only has the system virtually eliminated the role seniority used to play in building-to-building transfers, but its innovative "weighted" funding scheme also gives schools more money if they serve large numbers of students living in poverty. That means more dollars for everything from personnel to supplies.

Seattle Superintendent Joseph Olchefske says he also regularly moves his most capable principals from what he calls his "shallow water" schools—those serving few high- need children—to "deep water" ones.

"A teacher can then make a legitimate choice," he says, "between going to a high-need school with a great principal, a fine building, and a class size of 20, or to an upper-income neighborhood with a rookie principal, a school that's seen better days, and class sizes of 25 or 27."

'Multiple Approaches'

Seattle's Olchefske isn't alone in believing that a strong school leader is essential for building a strong teaching staff. Useem, of the Philadelphia Education Fund, has studied administrators at high-need schools who are managing to hold on to high-caliber staff members. Among the common traits, she's found that such administrators: take an active role in teacher recruitment, rather than leaving it to the central office; back up teachers on disciplinary issues; delegate authority; and make accommodations for teachers' personal and family emergencies.

It's not surprising, then, that school-turnaround efforts in a growing number of districts involve changes in school-level leadership. Last year, for instance, when the Baltimore district named 10 failing schools in need of an overhaul, each got a new principal. In addition, teacher salaries were hiked at the schools by extending the length of the workday, and the schools were reconstituted, meaning that all staff members had to reapply for their jobs.

Following the changes, the proportion of fully licensed teachers in the schools tripled, from 25 percent to 75 percent. Says Baltimore schools chief Carmen Russo: "You have to have multiple approaches to this."

Among those searching for a solution to the teacher-quality gap, perhaps the greatest consensus is that no single way is enough.

Indeed, among those searching for a solution to the teacher-quality gap, perhaps the greatest consensus is that no single way is enough. No incentive by itself has proved capable of dramatically changing the course of a culture that has long channeled many of the most qualified teachers to the best- performing schools.

Improved training alone won't do it, many experts say. Neither will more pay or better working conditions, nor even stronger school leadership.

"You've got to do all those things to have a fighting chance at this very hard work," says Dan Challener, the president of the Public Education Foundation in Chattanooga, Tenn.

Leaders in Chattanooga are pulling out the stops to see if that can be done. A group of philanthropies, the mayor, and the 41,000-student Hamilton County public schools have teamed up to give the system's best educators a host of new reasons to teach at one of nine urban elementary schools that have been among the city's worst-performing.

The makeover began two years ago, when Chattanooga's Benwood Foundation pledged $5 million to improve literacy instruction. The money paid for staff training and let each participating school hire a full-time consulting teacher to work with classroom educators on improving their instruction. All nine schools were reconstituted last year, with 46 out of a total of 270 teachers replaced. Four of the sites have new principals.

At the same time, among the many new incentives offered, teachers can now get low-interest mortgages and $10,000 toward buying a home in the city if they teach in one of the schools for five years. Working at one of them for two years also will make teachers eligible for a new, tuition-free master's program focused on serving academically at-risk students. The University of Tennessee at Chattanooga and Johns Hopkins University in Baltimore are designing the program.

Another bonus of $5,000 a year goes to teachers whose students have shown improved performance—if those teachers stay in, or move to, one of the nine buildings. Predicts Ken Jordan, an aide to Chattanooga Mayor Bob Corker: "Within the next couple of years, these will be the most prestigious schools in the system."

The changes have already convinced Rebecca Malone. The 4th grade teacher transferred this academic year to one of those schools after having taught for 11 years at a high-performing magnet school in the district. Her past success in raising student performance makes her eligible for the new $5,000 bonus. In all, 12 of the stipends were awarded this year, although Malone was just one of two who hadn't already been teaching in one of the nine schools.

Still, she says, the money wasn't what motivated her. She knows she could easily increase her earnings by more than $5,000 by moving to nearby Georgia, which has siphoned many teachers from the area. And no amount of money, she adds, would have drawn her to a school if she hadn't heard good reports about the staff and the principal. "This was a chance for me to grow professionally and to help children learn," she says.

Chattanooga officials have their fingers crossed that others will soon follow in her footsteps. The good news is that state test results show the nine schools last year made twice the average gains as the rest of the district—a sign that the early changes may be paying off.

And if success really does breed success, that improvement may be the most powerful incentive.

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ON THE WEB

"California's Teaching Force: Key Issues and Trends 2002," from the Center for the Future of Teaching and Learning, shows the uneven distribution of qualified teachers in California relative to schools' minority populations and discusses the state's teacher-recruitment policies. An expanded report is also available. (Requires Adobe's Acrobat Reader.)

The Public Education Foundation of Chattanooga, Tenn., offers information on its Benwood Initiative, which aims to raise student achievement in part by overcoming the "shortage of qualified, experienced teachers for schools in economically distressed communities."

In "A Sense of Calling: Who Teaches and Why," a survey from Public Agenda, teachers and administrators are asked, "Is Money the Problem?" Most respondents believe teachers to be underpaid, but they "do not believe money is the magic bullet that is guaranteed to improve teacher quality—they rate several other measures, such as reducing class size, as more effective."

"A Case Study of the Charlotte-Mecklenburg Public Schools School-Based Performance Award Program," April 1999, from the Consortium for Policy Research in Education and Information Studies, outlines an effort by North Carolina's largest district to improve student achievement and retain teachers through a financial-incentives program. (Requires Adobe's Acrobat Reader.)

Read "Pursuing a 'Sense of Success': New Teachers Explain Their Career Decisions," March 2002, from the Project on the Next Generation of Teachers at the Harvard Graduate School of Education. Authors Susan Moore Johnson and Sarah E. Birkeland explore the factors that lead some teachers to leave schools, especially those in high-poverty communities. (Requires Adobe's Acrobat Reader.)

"Teacher Staffing in the School District of Philadelphia," 2002, from the Philadelphia Education Fund, examines policy strategies to help the struggling urban district attract and retain teachers of high quality. (Requires Adobe's Acrobat Reader.)

Sandra Feldman, president of the American Federation of Teachers, says that recent improvements in the salaries of urban teachers are "a drop in the bucket compared with what needs to be done to hire sufficient numbers of talented teachers," in this Oct. 25, 2001, press release, presenting key findings from the report "Teacher Salaries, Expenditures and Federal Revenue in School Districts Serving the Nation's Largest Cities, 1990-91 to 2000-01." (Requires Adobe's Acrobat Reader.)

Find out more about the Urban Schooling graduate degree program at the UCLA Graduate School of Education.

PHOTOS: Rebecca Malone, right, transferred from a high-performing school to a struggling one in Chattanooga, Tenn., for the professional challenge and a $5,000 bonus.
—Robin Nelson for *Education Week*
Human-resources director David Fairall says a good rule of thumb to follow to help retain teachers is to ask them what they need.

—Allison Shelley/*Education Week*

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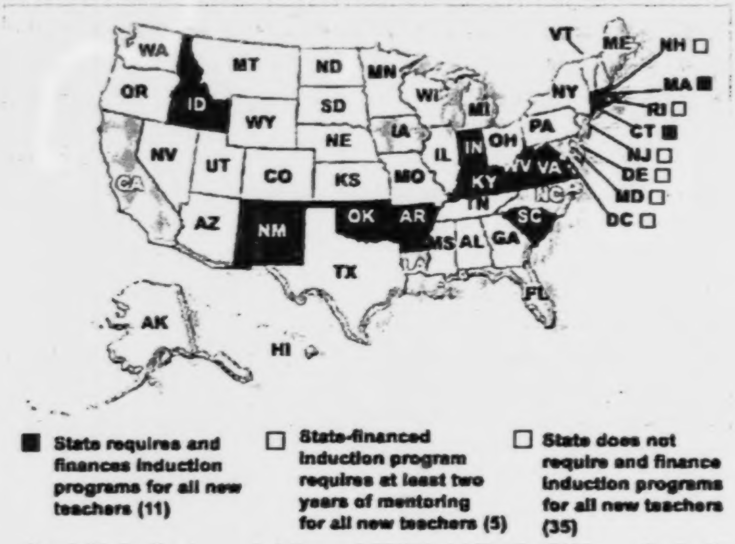
State Support for New Teachers

Sixteen states require and finance induction programs to support all new teachers. Five of the 16 states—California, Delaware, Iowa, Louisiana, and North Carolina—require at least two years of mentoring.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HI
■ State requires and finances induction programs for all new teachers (11)
☐ State-financed induction program requires at least two years of mentoring for all new teachers (5)
☐ State does not require and finance induction programs for all new teachers (35)

Note: The District of Columbia is included in the analysis. Total state count=51.
SOURCE: *Education Week* annual state survey, 2002

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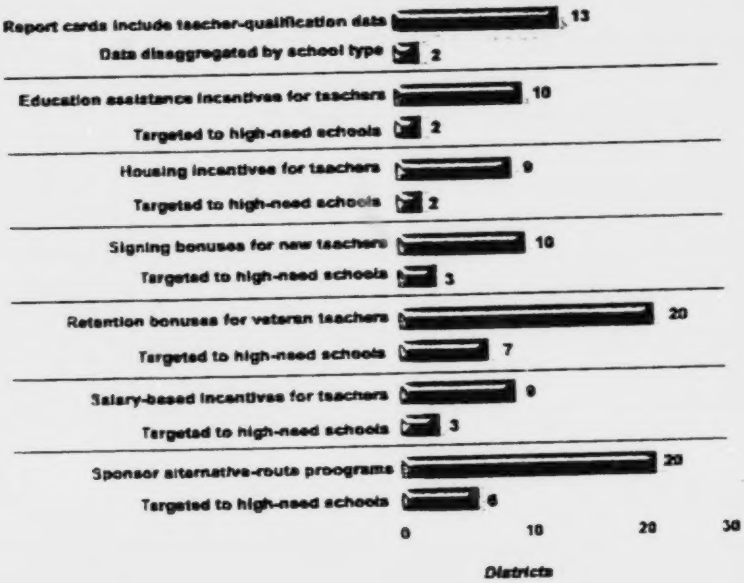
Attracting Qualified Teachers to Districts

For *Quality Counts 2003*, *Education Week* conducted a survey of 30 large school districts. The survey found that while many districts are pursuing efforts to recruit and retain highly qualified teachers, most policies are not targeted at increasing the quality of the teaching force in high-poverty, high-minority, or low-performing schools.



SOURCE: *Education Week* district survey, 2002

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QUALITY COUNTS 2003
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THE TEACHER GAP
- Executive Summary
- Feature Stories
- Teacher Quality Data

SURVEY OF THE STATES
- State Report Cards
- State Data
- State Profiles

- Table of Contents
- How to Order
- View Recruitment Ads

Please give us your feedback on *Quality Counts 2003* by taking this short survey.

January 9, 2003

Introduction: State of the States

By Kathryn M. Doherty & Ronald A. Skinner

- Introduction: State of the States

TABLES
- Summary of Grades by State
- Student Achievement
- Standards and Accountability
- Grade-by-Grade Testing Policies (Web Only)
- Improving Teacher Quality
- School Climate
- Resources: Adequacy
- Resources: Equity
- Compare State Data
  - How We Graded the States
  - Sources and Notes

For seven years, *Quality Counts* has reported on the most significant developments in education policy across the 50 states, and since last year, the District of Columbia. For 2003, the research team at *Education Week* tracked an expansive set of policies related to standards, testing, accountability, teacher quality, school climate, and education resources. (See menu, right.)

Education Week reintroduces its grading of the states on school climate this year. In addition, we've added new indicators on accountability. For instance, we're tracking whether states are breaking down data from state tests for various subgroups of students such as those from poor families or who are English-language learners as federal education law requires.

Even the highest-achieving states have big gaps to fill to meet the provisions of the new federal education law.

We've also collected detailed information on the kinds of penalties states have in place for failing schools. On the teacher-quality front, this year's *Quality Counts* tracks how states are holding higher education institutions accountable for the performance of their teacher graduates. And in resources, this latest report uses federal data from 2000 on state and district expenditures on education to grade the states on the adequacy and equity of their school

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finance efforts.

Student Achievement: Students have already taken the 2002 National Assessment of Educational Progress in reading and writing, but we don't expect those results to be released until this summer. Rather than reprint the state-by-state 2000 NAEP results in mathematics and science that we published in *Quality Counts 2002*, this year we've disaggregated the 2000 performance data by race to focus on the "achievement gap"—or the differences between the percentages of white students and black and Hispanic students scoring at or above "proficient"—in each state.

CHARTS

Accountability for Results

Last year, we reported that 17 states had made statistically significant gains between 1996 and 2000 in the percent of 4th and 8th graders scoring at or above the proficient level in math. In seven states, 8th graders made significant gains in science performance between 1996 and 2000.

However, focusing on the achievement gap—an explicit requirement of the federal "No Child Left Behind" Act of 2001—reveals that some of the states ranking near the top for overall achievement also have some wide disparities in performance. Connecticut, for example, ranks fourth among the states in 8th grade performance in math—with 34 percent of students scoring at or above proficient. But while 44 percent of the state's white 8th graders scored at or above proficient, just 4 percent of black students and 9 percent of Hispanic students in the state scored at the same level.

Overall, in 25 states, the achievement gap between white and black or Hispanic students scoring at or above proficient on the 8th grade math NAEP is 20 percentage points or more.

The state-by-state graduation rates included in *Quality Counts* this year were calculated by Jay P. Greene, a senior fellow at the Manhattan Institute for Policy Research. Greene calculates the figures by taking the number of diplomas granted in a state in 2000 and dividing that by the number of 8th graders in the state in the fall of 1995, adjusted for regional migration patterns. Even with data missing for subgroups in several states, fewer than half of Hispanic or African-American students in public schools in nine states graduated in 2000. In three of those states—Florida, New York, and Oregon—the graduation rate for both African-American and Hispanic students was less than 50 percent.

Standards and Accountability: The No Child Left Behind Act places new testing and accountability requirements on states. This year, the *Education Week* research team collected more detail on state tests, report cards, and intervention policies to reflect some of those changes. The new federal law, a reauthorization of the Elementary and Secondary Education Act, requires state testing in math and reading in grades 3-8 and at least once in high school by the 2005-06 school year. For the 2002-03 school year, 19 states and the District of Columbia have tests in place for both math and reading in each of those grades. See the detailed state-by-state and grade-by-grade testing table, a Web exclusive.

The number of states qualifying as administering "criterion-referenced tests"—in this instance, those designed to measure how well students have mastered state standards—in English and mathematics at the elementary, middle, and high school levels increased from 37 states in last year's *Quality Counts* to 42 states this year.

Education Week, however, does not review the content of tests to make such a determination. Instead, we've given credit to states with "homegrown" tests specifically designed to measure their standards and to the few states that demonstrated they had commercial tests augmented or designed specifically to align with state standards.

This year, in light of new federal requirements, the *Education Week* research team collected more detail on state tests, report cards, and intervention policies.

The field is changing, though, and such distinctions are blurring. For 2003, at least 12 states have what could be called "hybrid" tests in place that combine commercial tests with some features of a standards-based system. Testing experts will need to judge whether such tests are, indeed, standards-based.

Forty-seven states and the District of Columbia require or issue school report cards that include achievement and other school data, up from 36 states in 1998, when we started keeping track of that policy area. About half those states will report disaggregated state test results for 2002-03, either on school report cards or on the Web. Twenty states are reporting results broken out by racial subgroups and 25 by special education/disability. Nineteen states are reporting performance by student poverty (most often defined as eligibility for free or reduced-price lunches) or limited English proficiency.

Twenty-nine states and the District of Columbia rate schools or at least identify low-performing ones statewide, up from 19 states in 1998. A dozen base those judgments entirely on test results. The rest include additional information, such as attendance, dropout rates, coursetaking patterns, and site visits. Nine of the states and the District of Columbia factor the performance of specific subgroups of students—most often, the lowest performers in schools—into their criteria for determining school ratings.

As part of our survey of the states in summer 2002, we asked state officials to tell us how many schools they had identified as low performers in 2001-02 under their statewide accountability systems. Three states—California, Kansas, and Michigan—couldn't tell yet. The remaining states and the District of Columbia identified a total of 3,826 schools as low-performing, from a low of seven schools in Nevada to a high of 641 on Alabama's "priority" and "watch" lists.

Twenty-two states and the District of Columbia have penalties in place for persistently low-performing schools, up from 16 states in 1998. Yet few states report levying penalties. Seventeen states provide rewards to high-performing or improved schools, down from a high of 20 states in 2001, mostly because of budget cuts.

Education Week continues to track state activity related to promotion and exit-exam requirements, while not grading states on such activity in *Quality Counts*. The class of 2003 in 19 states will need to pass exit exams or end-of-course exams to graduate. That's compared with 17 states last year. Five states will require students to pass exams to be promoted in 2002-03.

Improving Teacher Quality: With new No Child Left Behind requirements aimed at guaranteeing all students a "highly qualified" teacher by the end of the 2005-06 school year, we are likely to see increasing policy action around state efforts to improve teacher quality. Thirty-three states and the District of Columbia now require subject-knowledge tests as a part of teacher certification, up from 29 states in 2000. Twenty-nine states and the District of Columbia require all high school teachers to have majored in the main subject they plan to teach; only four and the District of Columbia require the same of middle school teachers.

We took a closer look at accountability within the teaching profession this year. We found just two states—Florida and Texas (and a pilot effort in South Carolina)—that require teachers' evaluations to be tied to the performance of their students.

Twenty-four states publish the pass rates or rankings of their teacher education institutions statewide, in addition to reporting such data to the federal government, as required by law. Thirty-five states and the District of Columbia report that they identify low-performing teacher-preparation programs statewide, but in total, only 59 institutions have been identified. Twenty-two of those states and the District of Columbia have not identified a single teacher-preparation program as needing improvement.

Just five states—Alabama, Mississippi, Oklahoma, South Carolina, and Washington—hold teacher-preparation programs accountable, at some level, for the performance of their graduates in the classroom.

School Climate: After a year's hiatus, *Education Week* once again grades the states on school climate for 2003, with some improvements to our methodology based on advice from experts about how to gauge school climate and identify what states can do to improve the learning environment of schools.

The result is a school climate section that incorporates both state policies and measures of the conditions in states as reported by students and school officials. The number of graded categories in school climate increased from four in 2001 to seven this year, in an effort to include as many factors of school climate as can be measured at the state level. The categories for 2003 are: engagement, school safety, parent involvement, choice and autonomy, class size, school size, and school facilities.

We added several new policy questions related to school climate to our annual survey of the states. For example, we asked states about their efforts to track climate in their schools. Eight states conduct regular surveys to find out about the conditions in their schools. Every two years, for example, Hawaii administers surveys to students, parents, and teachers in every school about school conditions, parent involvement, and parent and student satisfaction.

Numerous states require information related to school climate on school report cards. Twenty-seven states require school report cards to include information about safety, such as incidents of violence or suspension and expulsion rates. In 11 states, school report cards include information on parent involvement in the schools; in 20 states, report cards include information on class size.

The Center for Education Reform, a research and advocacy group that supports charter schools, reports that two states, Iowa and Tennessee, passed charter school laws in 2002, bringing the total to 39 states and the District of Columbia. Some 2,700 charter schools are open for business across the nation this school year. Meanwhile, according to information from the Education Commission of the States, state open-enrollment polices remained unchanged from last year, although the legislatures in Georgia and Hawaii are currently considering open-enrollment laws.

State grades for school climate range from a B in Minnesota to

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an F in Mississippi. Eleven states did not receive climate grades because they did not participate in the National Assessment of Educational Progress in 2000 or the accompanying school-level survey.

Resource Adequacy and Equity: Each year, *Education Week* analyzes the most recent available data to gauge states' efforts to finance education adequately and equitably for all students across high- and low-poverty districts. The methods used for grading the adequacy and equity of the states' education resources remain the same this year, and, with a few exceptions, grades held steady.

Nationwide, the average percent of taxable resources spent on education by the states was 3.5 percent in 2000. The spending per student was $7,524 in 2002.

In New Jersey, however, a reduction of nearly $1,200 per student in education spending from 2001 to 2002 dropped the state from the top spot in funding adequacy. With one of the highest per-pupil spending rates in the nation and the largest percent of taxable resources devoted to education, that honor now belongs to West Virginia. North Dakota's unadjusted education spending per student also dropped significantly, from $7,660 in 2001 to $6,173 in 2002.

Looking at resource equity, this year's analysis shows that state funding in Delaware in 2000 was more effectively targeted to high-need districts than it was in 1999, resulting in a dramatic increase in the state's grade. Delaware is one of only 11 states where, on average, students in property-poor districts actually received more funding per pupil than students living in more affluent areas.

New Hampshire raised the state's share of education funding from what was the lowest in the nation, 9.1 percent in 1999, to 56.6 percent in 2000. While that action raised New Hampshire's equity grade, the effects of the new state funding source were mitigated because of changes in the way the state targets money to poor districts. The small share of funds provided in 1999 was targeted heavily toward less affluent districts, but in 2000, state aid was only slightly weighted toward those districts.

State grades for adequacy of education funding range from A's in West Virginia, New York, Wyoming, Vermont, Delaware, and Wisconsin to F's in Arizona and Utah. Hawaii tops the list in spending equity because the state education system is a single district. Illinois and North Dakota receive F's for funding equity. We did not grade the District of Columbia in either category because it does not have a state revenue source.

Quality Counts *is produced with support from the Pew Charitable Trusts.*

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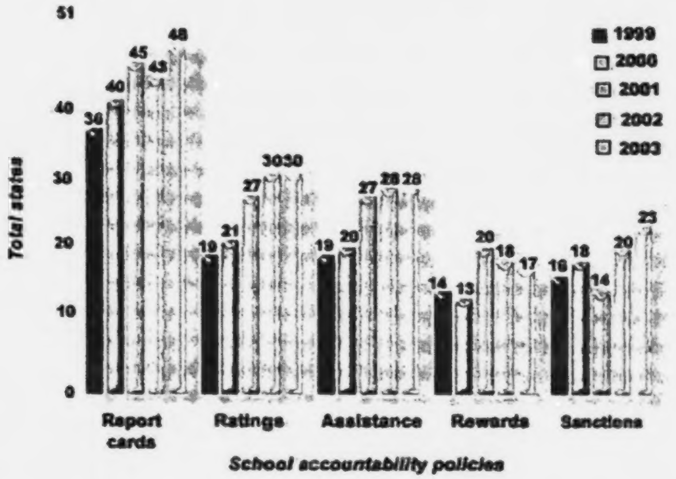
Accountability for Results

Education Week has been tracking state policies related to school accountability for several years. During that time, states have increasingly adopted policies to hold schools accountable for student performance.



Note: The District of Columbia is included in the analysis. Total state count=51.
SOURCE: *Education Week* annual state surveys, 1999-2002

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Summary of Grades by State

	Student Achievement (Percent scoring at or above proficient)							Standards and Accountability	Improving Teacher Quality	School Climate	Resources	
	4th grade NAEP math (2000)	8th grade NAEP math (2000)	4th grade NAEP science (2000)	8th grade NAEP science (2000)	4th grade NAEP reading (1998)	8th grade NAEP reading (1998)	8th grade NAEP writing (1998)				Adequacy	Equity
Alabama	14	16	22	22	24	21	17	C+	D+	C	C	C
Alaska	?	?	?	?	?	?	?	D	D-	?	C+	C
Arizona	17	21	22	24	22	28	21	C+	D-	B-	F	D+
Arkansas	13	14	24	23	23	23	13	B-	B	C	C	B-
California	15	18	14	15	20	22	20	B+	B	C	D	C+
Colorado	?	?	?	?	34	30	27	B	C-	?	C-	C
Connecticut	32	34	35	35	46	42	44	B	B	B-	A-	D
Delaware	?	?	?	?	25	25	22	A-	D+	?	A	B
District of Columbia	6	6	?	?	10	12	11	D+	C	D+	—¹	—¹
Florida	?	?	?	?	23	23	19	A	C-	?	D+	B
Georgia	18	19	23	23	24	25	23	B-	C-	D+	B	D+
Hawaii	14	16	16	15	17	19	15	D+	C-	C-	B-	A
Idaho	21	27	30	38	?	?	?	D+	D	B	D+	C
Illinois	21	27	31	30	?	?	?	B-	C+	C	C+	F
Indiana	31	31	32	35	?	?	?	B-	B-	B-	B+	C-
Iowa	28	?	37	?	35	?	?	F	C	?	B	C+
Kansas	30	34	?	?	34	35	?	B+	D-	C+	B	B-
Kentucky	17	21	29	29	29	29	21	A	B	C-	C+	C+
Louisiana	14	12	19	18	19	18	12	A-	C+	D+	C	C+
Maine	25	32	38	37	36	42	32	C	D	B	B+	C-
Maryland	22	29	26	28	29	31	23	A	C	D+	B	D-
Massachusetts	33	32	43	42	37	36	31	A-	C+	B-	B	D+
Michigan	29	28	33	37	28	?	?	B-	D+	C+	A-	C-
Minnesota	34	40	35	42	36	37	25	D-	C	B	B	B-
Mississippi	9	8	14	15	18	19	11	C	C-	F	D+	C-
Missouri	23	22	35	36	29	29	17	B+	C+	C+	C	D-
Montana	25	37	37	46	37	38	25	F	D	C	B-	D-
Nebraska	24	31	26	36	?	?	?	F	C-	C+	B	D+
Nevada	16	20	19	23	21	24	17	B-	C-	D+	C-	B
New Hampshire	?	?	?	?	38	?	?	C	D	?	C+	D
New Jersey	?	?	?	?	?	?	?	C+	C	?	B+	D
New Mexico	12	13	18	20	22	24	18	B	C-	C	C	B
New York	22	26	26	30	29	34	21	A	C	C+	A	D+
North Carolina	28	30	24	27	28	31	27	B-	B	C+	C+	C+
North Dakota	25	31	38	40	?	?	?	F	D-	C	C+	F
Ohio	26	31	32	41	?	?	?	B-	B-	C+	B	D-
Oklahoma	16	19	26	26	30	29	25	B+	B-	C	C-	B-
Oregon	23	32	28	33	28	33	27	B	D-	C	B	C+
Pennsylvania	?	?	?	?	?	?	?	B-	D+	?	B	D-
Rhode Island	23	24	27	29	32	30	25	D+	C-	C+	A-	D+
South Carolina	18	18	21	20	22	22	15	B	B+	D+	B	C-
South Dakota	?	?	?	?	?	?	?	C	D	?	C+	C
Tennessee	18	17	26	25	25	26	24	B-	C+	C-	D	D+
Texas	27	24	24	23	29	28	31	C+	D+	C	C+	B-
Utah	24	26	32	35	28	31	21	C	D	C	F	B+
Vermont	29	32	39	40	?	?	?	C	C	C+	A	C
Virginia	25	26	33	31	30	33	27	B	C	C-	B-	C-
Washington	?	?	?	?	29	32	25	C-	D+	?	C	C
West Virginia	18	18	25	26	29	27	18	C+	C+	C+	A	C
Wisconsin	?	?	?	?	34	33	28	C+	C-	?	A	C
Wyoming	25	25	33	36	30	29	23	D-	D-	C+	A	C

? Indicates state did not participate in the national assessment, or the sample was too small to make a reliable estimate. States that did not participate in NAEP did not receive grades for climate.

[1] Because the District of Columbia does not have a state revenue source, it did not receive a grade for adequacy or equity.

Student Achievement

	Percent of 4th graders scoring at or above proficient on the 2000 NAEP mathematics exams					Percent of 8th graders scoring at or above proficient on the 2000 NAEP mathematics exams					Percent of 4th graders scoring at or above proficient on the 2000 NAEP science exams				
	White	Black	Achievement gap	Hispanic	Achievement gap	White	Black	Achievement gap	Hispanic	Achievement gap	White	Black	Achievement gap	Hispanic	Achievement gap
Alabama	23	4	19	5	18	23	4	19	6	17	34	5	29	8	26
Alaska	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
Arizona	26	5	21	6	20	31	8	23	8	23	34	9	25	7	27
Arkansas	18	2	16	6	12	19	2	17	4	15	32	3	29	9	23
California	25	2	23	5	20	27	4	24	7	20	27	4	24	5	23
Colorado	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
Connecticut	41	6	35	9	31	44	4	40	9	35	45	4	40	12	33
Delaware	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
District of Columbia	49	2	47	4	45	?	3	?	4	?	?	?	?	?	?
Florida	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
Georgia	29	6	23	8	21	28	4	24	5	23	39	6	33	12	27
Hawaii	19	3	16	7	12	28	8	21	5	24	25	8	17	7	18
Idaho	24	?	?	8	16	30	?	?	9	21	35	?	?	8	27
Illinois	32	5	27	8	24	38	7	31	11	27	46	7	39	10	36
Indiana	34	14	20	16	18	35	7	28	13	22	37	9	28	12	25
Iowa	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
Kansas	36	7	29	11	25	38	10	28	13	25	?	?	?	?	?
Kentucky	20	2	18	9	11	23	7	16	?	?	32	5	27	15	18
Louisiana	23	4	18	7	16	20	2	18	4	16	31	5	26	17	14
Maine	25	?	?	?	?	33	?	?	?	?	40	?	?	16	23
Maryland	36	5	30	10	25	40	7	33	17	23	40	6	33	13	26
Massachusetts	39	7	33	10	29	37	8	28	14	23	50	13	37	11	39
Michigan	37	4	33	15	22	35	2	33	9	25	43	6	36	12	31
Minnesota	39	11	28	13	26	42	?	?	13	29	41	7	34	14	27
Mississippi	16	2	15	6	10	14	1	13	1	14	26	2	24	7	19
Missouri	28	4	24	11	17	25	5	20	10	16	42	9	32	20	22
Montana	28	?	?	12	16	40	?	?	23	17	41	?	?	23	18
Nebraska	29	6	23	7	22	34	8	26	11	23	31	5	25	12	18
Nevada	23	5	18	8	15	26	7	19	9	17	27	4	23	8	19
New Hampshire	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
New Jersey	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
New Mexico	22	?	?	6	15	26	?	?	6	20	33	9	23	10	22
New York	34	5	29	7	27	36	10	26	12	24	40	6	34	9	31
North Carolina	38	9	29	13	25	41	7	34	18	23	35	6	28	11	24
North Dakota	27	?	?	12	15	33	?	?	17	16	41	?	?	23	18
Ohio	32	3	29	12	19	34	8	27	21	13	38	7	31	17	21
Oklahoma	20	3	17	9	11	22	5	17	8	15	34	9	25	11	23
Oregon	26	?	?	6	20	34	15	19	13	22	32	?	?	10	23
Pennsylvania	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
Rhode Island	30	4	26	5	25	29	6	23	4	25	35	5	30	4	31
South Carolina	28	4	24	12	17	28	4	23	9	18	34	4	29	11	23
South Dakota	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
Tennessee	23	4	19	9	14	21	3	18	12	9	34	6	28	9	25
Texas	41	12	30	14	28	37	6	30	14	23	39	10	29	12	27
Utah	28	?	?	8	19	28	?	?	7	21	36	?	?	13	23
Vermont	31	?	?	?	?	33	?	?	?	?	40	?	?	?	?
Virginia	35	6	29	11	24	33	5	27	14	19	44	12	32	17	27
Washington	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
West Virginia	19	6	13	13	7	19	8	11	14	5	26	8	19	12	14
Wisconsin	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
Wyoming	28	?	?	12	16	27	?	?	10	18	37	?	?	15	22

NOTE: "Achievement gap" denotes differences between the total percent of white students scoring at or above proficient compared with the total percent of black or Hispanic students scoring at or above proficient. While this table presents rounded figures, the calculation of the achievement gap is based on unrounded figures.
? indicates the state did not participate in national assessment, or the sample was too small to make a reliable estimate. For graduation rate columns ? indicates that data were not available or there was insufficient information for calculating the graduation rate.

Percent of 8th graders scoring at or above proficient on the 2000 NAEP science exams					Graduation rates (2000)				Percent of 16- to 19-year-olds not in school who had not graduated (1999)	Percent of 9th to 12th graders who dropped out of school (2000)	Percent of public high schools offering Advanced Placement courses (2002)	
White	Black	Achievement gap	Hispanic	Achievement gap	Statewide	White	African-American	Hispanic				
31	4	26	7	24	66	66	59	?	10	4.5	36	Alabama
?	?	?	?	?	61	65	61	61	8	5.5	12	Alaska
35	8	27	8	27	59	?	?	?	17	?	67	Arizona
30	2	28	8	22	75	77	68	?	12	5.7	36	Arkansas
26	6	20	5	21	66	75	69	55	9	?	84	California
?	?	?	?	?	69	74	55	49	14	?	55	Colorado
45	6	40	11	35	76	82	62	53	8	3.1	97	Connecticut
?	?	?	?	?	67	72	56	49	10	4.1	100	Delaware
?	?	?	?	?	58	?	64	55	12	7.2	57	District of Columbia
?	?	?	?	?	55	60	46	48	12	?	86	Florida
36	6	30	13	23	56	63	47	?	12	7.2	82	Georgia
29	10	19	7	22	69	69	?	67	6	?	88	Hawaii
42	?	?	12	30	79	?	?	?	11	?	48	Idaho
44	5	39	12	32	77	86	57	57	10	6.2	57	Illinois
40	6	33	12	27	73	77	50	57	7	?	81	Indiana
?	?	?	?	?	85	87	58	?	6	2.5	43	Iowa
?	?	?	?	?	74	?	?	?	9	?	27	Kansas
32	7	25	?	?	71	?	?	?	11	5.0	75	Kentucky
29	3	26	11	18	66	73	57	73	12	9.2	24	Louisiana
38	?	?	?	?	73	73	?	?	6	3.3	85	Maine
41	8	33	16	25	72	77	63	?	8	4.1	94	Maryland
49	12	37	12	36	73	77	66	50	6	4.1	97	Massachusetts
43	6	37	20	23	?	?	?	?	9	?	69	Michigan
46	11	35	21	26	80	85	?	?	5	4.3	51	Minnesota
24	2	22	7	18	63	68	60	23	12	4.9	34	Mississippi
42	7	35	19	22	75	78	58	?	7	4.4	34	Missouri
49	?	?	29	20	81	84	?	?	8	4.2	41	Montana
40	10	31	16	25	84	88	53	?	7	4.0	19	Nebraska
31	7	24	9	21	60	68	56	?	16	6.2	58	Nevada
?	?	?	?	?	69	?	?	?	8	?	85	New Hampshire
?	?	?	?	?	87	?	?	?	6	3.1	95	New Jersey
39	?	?	10	29	64	74	63	53	11	6.0	61	New Mexico
45	8	36	11	34	64	78	46	40	9	?	88	New York
37	6	31	19	18	63	?	?	?	11	?	93	North Carolina
44	?	?	21	22	86	89	?	?	3	2.7	10	North Dakota
45	11	34	30	15	76	?	?	?	8	5.0	70	Ohio
32	7	25	10	22	74	78	64	?	9	5.4	56	Oklahoma
38	8	31	10	28	66	68	46	46	13	5.8	55	Oregon
?	?	?	?	?	78	83	59	50	7	4.0	76	Pennsylvania
34	6	28	9	25	71	74	60	54	10	4.8	81	Rhode Island
31	5	26	11	20	59	?	?	?	11	?	93	South Carolina
?	?	?	?	?	83	89	?	?	8	3.5	26	South Dakota
31	6	25	13	18	60	63	46	?	11	4.2	61	Tennessee
36	7	29	12	24	67	76	51	57	12	5.0	71	Texas
38	?	?	15	23	86	?	?	?	9	4.1	79	Utah
41	?	?	?	?	77	?	?	?	6	4.7	88	Vermont
39	9	30	18	22	75	78	66	62	8	3.9	87	Virginia
?	?	?	?	?	68	?	?	?	9	?	67	Washington
28	7	21	?	?	83	83	74	?	9	4.2	73	West Virginia
?	?	?	?	?	81	87	41	54	6	2.6	80	Wisconsin
39	?	?	17	22	80	82	?	72	10	5.7	31	Wyoming
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	—	[illegible]	[illegible]

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NOTE: States are ranked by number grade to the nearest decimal; ties are ranked alphabetically. For this section, ES=elementary school, MS=middle school, and HS=high school.

STATE	STANDARDS - 40% OF GRADE							
	Overall grade for standards and accountability		State has adopted standards in the core subjects (2002)	State has standards that are clear, specific, and grounded in content (2002)				State has a regular timeline for revising standards (2002)
				English/ language arts	Mathematics	Science	Social studies/ history	
New York	A	97	✓	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
Florida	A	94	✓	ES MS HS	ES MS HS	ES MS HS	ES HS	
Kentucky	A	94	✓	ES	ES MS HS	ES MS HS	MS HS	
Maryland	A	93	✓	ES MS HS	ES MS HS	ES MS HS	MS HS	✓
Massachusetts	A-	92	✓	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
Louisiana	A-	92	✓		ES MS HS	ES MS HS	MS HS	
Delaware	A-	90	✓	ES MS	ES MS HS	ES MS HS	MS HS	
				ES MS	ES MS	ES MS		

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Oklahoma	B+	89	✔	HS	HS	HS	HS	✔
California	B+	88	✔	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
Kansas	B+	88	✔	ES MS HS	ES MS HS	ES MS HS	ES MS HS	✔
Missouri	B+	87	✔		ES MS HS	ES MS HS	HS	
Colorado	B	86	✔	ES MS HS	ES MS HS	ES MS HS	MS	
Virginia	B	86	✔	ES MS HS	ES MS HS	ES MS	ES MS HS	✔
South Carolina	B	86	✔		ES MS HS	ES MS HS	MS HS	✔
New Mexico	B	85	✔	ES MS HS	ES MS HS	ES MS HS	MS HS	✔
Connecticut	B	85	✔	ES HS	ES MS HS	ES MS HS	MS	
Oregon	B	84	✔	ES MS HS	ES MS HS	ES MS HS	MS HS	✔
Illinois	B-	82	✔	ES MS HS	ES MS HS	ES MS HS	MS HS	
Ohio	B-	82	✔	ES MS HS	ES MS HS	ES MS HS	MS HS	✔
Tennessee	B-	82	✔	ES MS	ES MS HS	ES MS	ES MS	✔
Michigan	B-	82	✔		ES MS HS	ES MS HS		
Indiana	B-	81	✔	ES MS HS	ES MS HS	ES MS HS	ES MS HS	✔
Pennsylvania	B-	81	✔	ES MS HS	ES MS HS	ES MS HS	ES MS HS	✔
North Carolina	B-	81	✔	ES MS HS	ES MS HS	ES MS HS	HS	✔

Georgia	B-	80	✔	ES MS HS	ES MS HS	ES MS HS	HS	✔
Arkansas	B-	80	✔	ES MS	ES MS	ES MS HS		✔
Nevada	B-	80	✔	ES MS HS	ES MS HS	MS HS	MS HS	✔
Texas	C+	79	✔	ES HS	ES MS HS	ES MS		
Alabama	C+	79	✔	ES	ES MS HS	ES MS	ES MS HS	✔
West Virginia	C+	78	✔	ES MS HS	ES MS HS	ES MS HS	MS HS	
Wisconsin	C+	78	✔	ES MS HS	ES MS HS			
Arizona	C+	77	✔	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
New Jersey	C+	77	✔	ES MS HS	ES MS HS	ES MS HS	MS HS	✔
New Hampshire	C	76	✔	MS	ES MS HS	ES MS HS	MS HS	
Utah	C	76	✔	ES MS HS	ES MS HS	ES MS HS	ES HS	
Maine	C	76	✔	MS HS	ES	ES MS HS		✔
South Dakota	C	75	✔	MS HS	ES MS HS	ES MS HS	ES HS	✔
Vermont	C	75	✔			ES MS HS		✔
Mississippi	C	73	✔	ES MS	ES MS HS	ES MS		✔
Washington	C-	70	✔	ES	ES MS	ES MS HS		
Idaho	D+	69	✔	ES MS HS	ES MS HS	ES MS HS	MS	

District of Columbia	D+	69	✔	ES MS HS	ES MS HS	ES MS HS	HS	
Hawaii	D+	69	✔		ES MS HS	ES MS HS		✔
Rhode Island	D+	68	3 subjects			ES MS HS		
Alaska	D	65	✔		ES MS HS	ES MS HS		
Minnesota	D-	62	✔		ES MS HS	ES MS HS		✔
Wyoming	D-	62	✔		ES MS HS			✔
North Dakota	F	59	✔		ES MS HS	ES MS HS		✔
Nebraska	F	52	✔	HS	ES MS HS	ES MS HS		
Montana	F	40	✔			MS HS		✔
Iowa	F	31						
U.S.	—	—	**49**	—	—	—	—	**26**

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NOTE: States are ranked by number grade to the nearest decimal; ties are ranked alphabetically. For this section, ES=elementary school, MS=middle school, and HS=high school.

STATE	ASSESSMENTS - 30% OF GRADE				
	Types of test items state uses to measure student performance (2002-03)				
	Multiple-choice	Short-answer	Extended-response		Portfolio
			English	Other subject(s)	
New York	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
Florida	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
Kentucky	ES MS HS		ES MS HS	ES MS HS	ES MS HS
Maryland	ES MS HS	ES MS HS	MS HS	ES MS HS	
Massachusetts	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
Louisiana	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
Delaware	ES MS HS	ES MS HS	ES MS HS		
Oklahoma	ES MS HS		ES MS HS		
California	ES MS HS		ES MS		
Kansas	ES MS HS		ES MS HS		
Missouri	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
Colorado	ES MS HS	ES MS HS	ES MS HS		
Virginia	ES MS HS		ES MS HS		
South Carolina	ES MS HS	ES MS	ES MS HS		
New Mexico	ES MS HS	ES MS HS	ES MS HS		
Connecticut	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
Oregon	ES MS HS		ES MS HS	ES MS HS	

Illinois	ES MS HS		ES MS HS	ES MS	
Ohio	ES MS HS	ES MS	ES MS HS		
Tennessee	ES MS HS		ES MS HS		
Michigan	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
Indiana	ES MS HS	ES MS HS	ES MS HS		
Pennsylvania	ES MS HS		ES MS HS	ES MS HS	
North Carolina	ES MS HS				
Georgia	ES MS HS		ES MS HS		
Arkansas	ES MS HS	ES MS HS	ES MS HS		
Nevada	ES MS HS	ES	ES MS HS		
Texas	ES MS HS	HS	ES MS HS		
Alabama	ES MS HS		ES MS		
West Virginia	ES MS HS		ES MS HS		
Wisconsin	ES MS HS	ES MS	ES MS HS		
Arizona	ES MS HS	ES MS	ES MS HS		
New Jersey	ES MS HS	HS	ES MS HS	MS HS	
New Hampshire	ES MS HS	ES MS HS	ES MS HS		
Utah	ES MS HS		ES MS HS	MS HS	
Maine	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
South Dakota	ES MS HS		ES HS		
Vermont	ES MS HS	ES MS HS	ES MS HS	ES MS HS	ES MS HS
Mississippi	ES MS HS	ES MS HS	ES MS HS		
Washington	ES MS HS	ES MS HS	ES MS HS	ES HS	
Idaho	ES MS HS	ES MS			
District of Columbia	ES MS HS				
Hawaii	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
Rhode Island	ES MS HS	ES MS HS	ES MS HS	ES	
Alaska	ES MS HS	ES MS HS	ES MS HS		
Minnesota	ES MS HS	ES MS HS	ES HS		
Wyoming	ES MS HS	ES MS HS	ES MS HS	ES MS HS	
North Dakota	ES MS HS	ES MS HS			
Nebraska			MS		
Montana	ES MS HS				
Iowa	ES MS HS				
U.S.	—	—	—	—	—

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NOTE: States are ranked by number grade to the nearest decimal; ties are ranked alphabetically. For this section, ES=elementary school, MS=middle school, and HS=high school.

STATE	ASSESSMENTS - 30% OF GRADE					
	Subjects in which state uses criterion-referenced assessments aligned to state standards (2002-03)				State criterion-referenced tests have undergone an external alignment review (2002)	State participated in the National Assessment of Educational Progress (2002)
	English/ language arts	Mathematics	Science	Social studies/ history		
New York	ES MS HS	ES MS HS	ES MS HS	ES MS HS		✓
Florida	ES MS HS	ES MS HS	ES MS HS			✓
Kentucky	ES MS HS	ES MS HS	ES MS HS	ES MS HS		✓
Maryland	ES MS HS	ES MS HS	HS	HS	✓	✓
Massachusetts	ES MS HS	ES MS HS	ES MS		✓	✓
Louisiana	ES MS HS	ES MS HS	ES MS HS	ES MS HS	✓	✓
Delaware	ES MS HS	ES MS HS	ES MS HS	ES MS HS		✓
Oklahoma	ES MS HS	ES MS HS	ES MS HS	ES MS HS	✓	✓
California	ES MS HS	ES MS HS	HS	HS	✓	✓
Kansas	ES MS HS	ES MS HS	ES MS HS	ES MS HS		✓
	ES MS		ES MS	ES MS		

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Missouri	HS	ES MS HS	HS	HS		✔
Colorado	ES MS HS	ES MS HS	MS			
Virginia	ES MS HS	ES MS HS	ES MS HS	ES MS HS		✔
South Carolina	ES MS HS	ES MS HS	ES MS	ES MS		✔
New Mexico	ES MS HS	HS	HS	HS	✔	✔
Connecticut	ES MS HS	ES MS HS	HS			✔
Oregon	ES MS HS	ES MS HS	HS		✔	✔
Illinois	ES MS HS	ES MS HS	ES MS HS	ES MS HS	✔	✔
Ohio	ES MS HS	ES MS HS	ES MS HS	ES MS HS	✔	✔
Tennessee	ES MS HS	ES MS HS	HS		✔	✔
Michigan	ES MS HS	ES MS HS	ES MS HS	ES MS HS	✔	✔
Indiana	ES MS HS	ES MS HS			✔	✔
Pennsylvania	ES MS HS	ES MS HS			✔	✔
North Carolina	ES MS HS	ES MS HS	HS	HS	✔	✔
Georgia	ES MS HS	ES MS HS	ES MS HS	ES MS HS		✔
Arkansas	ES MS HS	ES MS HS				✔
Nevada	ES MS HS	ES HS			✔	✔
Texas	ES MS HS	ES MS HS	ES HS	MS HS		✔
Alabama	ES MS HS	HS	HS	HS		✔
West Virginia	ES MS HS					✔
Wisconsin	ES MS HS	ES MS HS	ES MS HS	ES MS HS	✔	✔
Arizona	ES MS HS	ES MS HS				✔
	ES MS					

New Jersey	HS	ES MS HS	MS		✔	
New Hampshire	ES MS HS	ES MS HS	MS HS	MS HS		
Utah	ES MS HS	ES MS HS	ES MS HS		✔	✔
Maine	ES MS HS	ES MS HS	ES MS HS	ES MS HS		✔
South Dakota	ES MS HS	ES MS HS	ES MS HS	ES MS HS	✔	
Vermont	ES MS HS	ES MS HS	ES MS HS		✔	✔
Mississippi	ES MS HS	ES MS HS	HS	HS		✔
Washington	ES MS HS	ES MS HS	HS		✔	✔
Idaho	ES MS HS	ES MS HS				✔
District of Columbia						✔
Hawaii	ES MS HS	ES MS HS			✔	✔
Rhode Island	ES MS HS	ES MS HS				✔
Alaska	ES MS HS	ES MS HS				
Minnesota	ES HS	ES HS			✔	✔
Wyoming	ES MS HS	ES MS HS			✔	✔
North Dakota	ES MS HS	ES MS HS			✔	✔
Nebraska	MS					✔
Montana						✔
Iowa						✔
U.S.	—	—	—	—	**25**	**46**

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NOTE: Checkmarks that appear in red reflect changes in state policies made after *Quality Counts 2003* went to print.

[1] Vermont provides disaggregated test results to schools, but does not yet make this information available in public reports or report cards.

[2] Michigan's and Mississippi's school reports include the disaggregated category for poverty, but it does not appear that states have disaggregated the performance data. These states are not counted in U.S. total.

[3] State does not have school-level report cards, or does not publish disaggregated student- achievement data on its school report cards, but does make disaggregated data available on the Web or in other published reports. These states are not counted in U.S. total.

STATE	SCHOOL ACCOUNTABILITY - 30% OF GRADE				
	State holds schools accountable for performance (2002-03)				
		School report cards include disaggregated student-performance data			
	State requires school-level report cards	by race	by poverty	by LEP students	by special ed/disabled students
New York	✓	✓	✓	✓	✓
Florida	✓				
Kentucky	✓	✓	✓	✓	✓
Maryland	✓	✓	✓	✓	✓
Massachusetts	✓	✓	✓	✓	✓
Louisiana	✓				
Delaware	✓	✓	✓	✓	✓
Oklahoma	✓				✓
California	✓	✓	✓	✓	✓
Kansas	✓				✓
Missouri	✓				
Colorado	✓				
Virginia	✓				

South Carolina	✓	✓	✓		✓
New Mexico	✓				
Connecticut	✓	2003	2003	2003	2003
Oregon	✓	2003	2003	2003	2003
Illinois	✓	✓	✓	✓	✓
Ohio	✓	✓			
Tennessee	✓	2003	2003	2003	2003
Michigan	✓	✓[2]			
Indiana	✓	✓	✓	✓	✓
Pennsylvania	✓	✓[3]	✓[3]	✓[3]	
North Carolina	✓	✓	✓	✓	✓
Georgia	✓				✓
Arkansas	✓				
Nevada	✓				
Texas	✓	✓	✓		✓
Alabama	✓				
West Virginia	✓				
Wisconsin	✓	✓	✓	✓	✓
Arizona	✓				
New Jersey	✓			✓	✓
New Hampshire	✓				
Utah	2003				
Maine	✓				
South Dakota	✓				
Vermont	✓[1]				
Mississippi	✓	✓[2]		✓	✓
Washington	✓	✓	✓	✓	✓
Idaho	✓	✓	✓	✓	✓
District of Columbia	✓				
Hawaii	✓	✓	✓	✓	✓
Rhode Island	✓	✓	✓	✓	✓
Alaska	✓				
Minnesota	✓	✓	✓	✓	✓
Wyoming	✓	✓	✓	✓	✓
North Dakota					
Nebraska	✓			✓	✓

Montana		✔	✔[3]	✔[3]	✔[3]
Iowa	✔	✔	✔	✔	✔
U.S.	**48**	**20**	**19**	**20**	**25**

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[4] Delaware's graduation rates are disaggregated by race only.

[5] Graduation rates are currently disaggregated at the district level only in Tennessee.

[6] Arkansas' new accountability system is being phased in. The state will rate only elementary schools only for 2002-03.

[7] This column reflects the number of schools identified for improvement (or similar low-performing category) by the state's statewide accountability system—not Title I schools only. California, Kansas, and Michigan were unable to or did not yet determine the number of low-performing schools identified for 2001-02. The figure for Alabama combines "priority" and "watch" schools. Arkansas' count is from Spring 2001. Georgia is not rating all schools for accountability until 2003. Schools identified in this column for Georgia were held harmless for 2001-02.

STATE	SCHOOL ACCOUNTABILITY - 30% OF GRADE			
	State holds schools accountable for performance (2002-03)			
	High school report cards include disaggregated graduation/dropout rates	State has a statewide student-identification system	State assigns ratings to all schools or identifies low-performing schools	Number of schools identified as low-performing by state (2001-02) 7
New York			✔	100
Florida		✔	✔	64
Kentucky			✔	30
Maryland			✔	155
Massachusetts		✔	✔	378
Louisiana		✔	✔	24
Delaware	✔4	✔	✔	37
Oklahoma			✔	49
California		under development	✔	n/a
Kansas			✔	n/a

Missouri			✓	15
Colorado			✓	400
Virginia			✓	121
South Carolina			✓	65
New Mexico			✓	101
Connecticut		✓	✓	28
Oregon		✓	✓	14
Illinois			2003	
Ohio		✓		
Tennessee	2003[5]	✓	✓	98
Michigan		2003	✓	n/a
Indiana		under development	2006	
Pennsylvania				
North Carolina		pilot	✓	18
Georgia		✓	2003	437
Arkansas		✓	✓[6]	368
Nevada		✓	✓	7
Texas		✓	✓	162
Alabama			✓	641
West Virginia			✓	67
Wisconsin			✓	136
Arizona				
New Jersey				
New Hampshire				
Utah			2004	
Maine		under development	pilot	19
South Dakota		✓		
Vermont		✓	✓	38
Mississippi		✓	✓	122
Washington				
Idaho			2004	
District of Columbia			✓	15
Hawaii		✓	2004	
Rhode Island			✓	117

Alaska				
Minnesota	✓[3]	✓		
Wyoming				
North Dakota				
Nebraska				
Montana				
Iowa				
U.S.	**1**	**17**	**30**	**3,826**

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[8] States only receive credit here if allowing students to transfer out of low-performing schools is an option under the statewide accountability system. Several states reported that they are implementing this policy for Title I schools only. States with statewide open enrollment are noted separately in the School Climate section of this report.

STATE	SCHOOL ACCOUNTABILITY - 30% OF GRADE				
	State holds schools accountable for performance (2002-03)				
		Sanctions included in state's accountability system			
	State accountability system includes sanctions	School closure	Reconstitution	Reconstituting schools as charters	Permitting student transfers [8]
New York	✓	✓	✓		
Florida	✓				✓
Kentucky	✓				✓
Maryland	✓	✓	✓	✓	
Massachusetts	✓		✓		
Louisiana	✓		✓		✓
Delaware					
Oklahoma	✓	✓	✓		✓
California	✓	✓	✓	✓	✓
Kansas					
Missouri	✓		✓		
Colorado	✓			✓	✓
Virginia					
South Carolina	✓	✓	✓		
New Mexico	✓				
Connecticut	✓	✓	✓		✓

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Oregon					
Illinois					
Ohio					
Tennessee	✔	✔	✔	✔	✔
Michigan					
Indiana					
Pennsylvania					
North Carolina	✔		✔		✔
Georgia					
Arkansas	✔	✔	✔		
Nevada	✔		✔		
Texas	✔	✔	✔		✔
Alabama	✔		✔		
West Virginia	✔		✔		✔
Wisconsin					
Arizona					
New Jersey					
New Hampshire					
Utah					
Maine					
South Dakota					
Vermont	✔	✔	✔		
Mississippi	2004				
Washington					
Idaho					
District of Columbia	✔		✔		✔
Hawaii					
Rhode Island	✔	✔	✔		
Alaska					
Minnesota					
Wyoming					
North Dakota					
Nebraska					
Montana					
Iowa					
U.S.	**23**	**11**	**19**	**4**	**12**

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STATE	SCHOOL ACCOUNTABILITY - 30% OF GRADE				
	State holds schools accountable for performance (2002-03)				
	Information state uses to evaluate schools				
	Student test scores only	Test scores and other information	Site visits or reviews	Test scores of specific student subgroups	State provides assistance to low-performing schools
New York		✓			✓
Florida	✓			✓	✓
Kentucky		✓		✓	✓
Maryland		✓			✓
Massachusetts		✓	✓		✓
Louisiana		✓		✓	✓
Delaware	✓				✓
Oklahoma		✓		✓	✓
California	✓			✓	✓
Kansas		✓	✓		✓
Missouri	✓				✓
Colorado	✓				✓
Virginia	✓				✓
South Carolina	✓			✓	✓
New Mexico		✓			
Connecticut	✓				✓
Oregon		✓			✓
Illinois					

Ohio					
Tennessee		✔			✔
Michigan		✔			✔
Indiana					
Pennsylvania					
North Carolina		✔			✔
Georgia					
Arkansas	✔				✔
Nevada		✔			✔
Texas		✔		✔	✔
Alabama		✔			✔
West Virginia		✔	✔		✔
Wisconsin	✔				✔
Arizona					
New Jersey					
New Hampshire					
Utah					
Maine					
South Dakota					
Vermont	✔			✔	✔
Mississippi	✔				2003
Washington					
Idaho					
District of Columbia		✔		✔	✔
Hawaii					
Rhode Island		✔		✔	✔
Alaska					
Minnesota					
Wyoming					
North Dakota					
Nebraska					
Montana					
Iowa					
U.S.	**12**	**18**	**3**	**10**	**28**

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STATE	SCHOOL ACCOUNTABILITY - 30% OF GRADE		
	State holds schools accountable for performance (2002-03)		
	State sanctions include...		
	Turning over school to private management	Withholding funds	State provides rewards to high-performing or improved schools
New York			
Florida			✓
Kentucky			✓
Maryland	✓	✓	✓
Massachusetts			
Louisiana		✓	✓
Delaware			✓
Oklahoma	✓		✓
California	✓		✓
Kansas			
Missouri			
Colorado			✓
Virginia			
South Carolina			✓
New Mexico	✓		✓
Connecticut			
Oregon			
Illinois			

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Ohio			
Tennessee	✓	✓	✓
Michigan			
Indiana			✓
Pennsylvania			✓
North Carolina	✓		✓
Georgia			✓
Arkansas			✓
Nevada			
Texas			
Alabama			✓
West Virginia			
Wisconsin			
Arizona			
New Jersey			
New Hampshire			
Utah			
Maine			
South Dakota			
Vermont			
Mississippi			
Washington			
Idaho			
District of Columbia			
Hawaii			
Rhode Island			
Alaska			
Minnesota			
Wyoming			
North Dakota			
Nebraska			
Montana			
Iowa			
U.S.	**6**	**3**	**17**

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[9] Column reflects states with tiered-diploma systems or alternative routes to graduation for students who fail graduation exams. Count does not include GED credentials, special education diplomas, or state appeals processes.

[10] New York and Virginia allow students to take certain state-approved alternatives in lieu of the Regents and Standards of Learning exams. But students must pass exams to graduate.

[11] This year *Education Week* gave credit in this category to states that set aside any funds for remediation, even if a budget line item is not specified for exit, promotion, or end-of-course exams.

STATE	ADDITIONAL INFORMATION: STUDENT ACCOUNTABILITY					
	Promotion contingent upon performance on statewide exams (2002)	Graduation contingent upon performance on statewide exit or end-of-course exams (2002)	State offers alternative route for students who fail exit or end-of-course exams (2002)[9]	Exit or end-of-course exams are based on state 10th grade standards or higher (2002)	State requires remediation for students failing promotion or end-of-course exams (2002)	State finances remediation for students failing promotion or end-of-course exams (2002)[11]
New York		✓	✓	✓	✓	✓
Florida		✓		✓	✓	✓
Kentucky						
Maryland		✓	✓		✓	✓
Massachusetts		✓		✓		✓
Louisiana	✓	✓		✓	✓	✓
Delaware	✓				✓	✓
Oklahoma						
California		Class of 2004				
Kansas						
Missouri	✓				✓	✓
Colorado						

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Virginia		✔	✔	Class of 2004		
South Carolina		✔		Class of 2006		
New Mexico		✔		✔	✔	
Connecticut						
Oregon						
Illinois						
Ohio		✔	✔	Class of 2007	✔	✔
Tennessee		✔		Class of 2005	✔	
Michigan						
Indiana		✔	✔		✔	✔
Pennsylvania						
North Carolina	✔	✔		Class of 2005	✔	✔
Georgia	2004	✔	✔	✔		
Arkansas						
Nevada		✔		✔	✔	✔
Texas	✔	✔		✔	✔	✔
Alabama		✔	✔	✔	✔	✔
West Virginia						
Wisconsin						
Arizona		Class of 2006		Class of 2006		
New Jersey		✔		✔	✔	
New Hampshire						
Utah		Class of 2006		Class of 2006		
Maine						
South Dakota						
Vermont						
Mississippi	2004	✔		✔		
Washington		Class of 2008		Class of 2008		
Idaho						
District of Columbia						

Hawaii						
Rhode Island						
Alaska		Class of 2006		Class of 2006		
Minnesota		✓			✓	✓
Wyoming						
North Dakota						
Nebraska						
Montana						
Iowa						
U.S.	**5**	**19**	**7**	**11**	**16**	**14**

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Improving Teacher Quality

	Overall grade for improving teacher quality		State requires written tests for beginning teacher license (2002)			State requires performance assessment for second stage of certification (2002)				State requires teacher evaluations to be tied to student achievement	State provides incentives to earn National Board certification (2002)		Number of National Board-certified teachers (2002)
							State performance assessment						
			Basic skills	Subject knowledge	Subject-specific pedagogy	Local team evaluation	Classroom observation	Videotaped lesson	Portfolio		Licensure incentives	Financial incentives	
South Carolina	B+	87	✓	✓	✓	✓				pilot	✓	✓	2,358
Kentucky	B	86	✓	✓	✓	✓			✓		✓	✓	356
Connecticut	B	85	✓	✓	✓			✓	✓		✓		71
Arkansas	B	85	✓	✓	✓		✓				✓	✓	120
North Carolina	B	84	✓	✓	✓	✓					✓	✓	5,111
California	B	83	✓	✓	✓				✓		✓	✓	1,960
Oklahoma	B-	82	✓	✓	✓	✓					✓	✓	632
Indiana	B-	82	✓	✓	✓						✓	✓	91
Ohio	B-	80		✓	✓		✓				✓	✓	1,771
Massachusetts	C+	79	✓	✓	✓						✓	✓	358
Tennessee	C+	79	✓	✓	✓				✓		✓	✓	65
West Virginia	C+	78	✓	✓	✓						✓	✓	87
Louisiana	C+	78	✓	✓	✓	✓						✓	170
Illinois	C+	78	✓	✓	✓						✓	✓	569
Missouri	C+	77	✓	✓	✓						✓	✓	133
Minnesota	C	76	✓	✓							✓		237
New York	C	76	✓	✓[1]	✓[1]			✓			✓	✓	285
Iowa	C	76				✓					✓	✓	387
Virginia	C	76	✓	✓							✓	✓	425
District of Columbia	C	75	✓	✓	✓						✓	✓	10
Maryland	C	74	✓	✓	✓						✓	✓	220
Vermont	C	74	✓	✓								✓	51
New Jersey	C	74	✓	✓							✓		48
Nebraska	C-	72	✓								✓		34
Wisconsin	C-	72	✓								✓	✓	134
Georgia	C-	72	✓	✓	✓						✓	✓	815
Florida	C-	72	✓	✓						✓	✓	✓	3,489
Colorado	C-	71		✓							✓	✓	135
Mississippi	C-	71	✓	✓	✓						✓	✓	1,459
New Mexico	C-	71	✓	✓							✓		107
Rhode Island	C-	70									✓	✓	108
Nevada	C-	70	✓	✓	✓						✓	✓	109
Hawaii	C-	70	✓	✓	✓							✓	25
Pennsylvania	D+	69	✓	✓							✓		92
Delaware	D+	69	✓								✓	✓	156
Michigan	D+	69	✓	✓							✓	✓	137
Texas	D+	68		✓	✓					✓			102
Washington	D+	67	✓			✓					✓	✓	218
Alabama	D+	67	✓								✓	✓	456
New Hampshire	D	65	✓	✓							✓	✓	10
Maine	D	64	✓								✓	✓	36
Idaho	D	64		2004							✓	✓	290
Utah	D	64									✓		37
Montana	D	64	✓								✓	✓	28
South Dakota	D	63										✓	12
Kansas	D-	62									✓	✓	109
Oregon	D-	61	✓	✓							✓		72
Arizona	D-	61		✓	✓						✓		147
Alaska	D-	61	✓								✓		27
North Dakota	D-	60	✓								✓	✓	13
Wyoming	D-	60									✓	✓	34
U.S.	–	–	40	34	23	7	2	2	4	2	46	40	23,904

NOTE: States are ranked by number grade to the nearest decimal.

[1] New York requires a test but not for beginning license. State does not receive credit or count in the U.S. total.

Percent of secondary teachers who majored in the subject they teach (2000)	Minimum degree/coursework required in the subject area taught (2002): All high school teachers	All middle school teachers	State discourages out-of-field teaching (2002): Middle school teachers must have subject-area endorsement	Statewide parent notification of out-of-field or uncertified teachers	State requires AND finances induction for all new teachers (2002)	State encourages or supports ongoing professional development for all teachers (2002): Time set aside for professional development	State finances professional development	State finances professional development for all districts	
74	major	minor[5]	2005[5]		✓	✓	✓	✓	South Carolina
60			✓		✓	✓	✓	✓	Kentucky
64	major	minor	✓		✓	✓	✓		Connecticut
64				✓	✓	✓	✓	✓	Arkansas
76			✓		✓	✓	✓	✓	North Carolina
59	major[1]				✓	✓	✓		California
53	major		✓		✓	✓	✓	✓	Oklahoma
73	major[2]	minor	✓		✓		✓		Indiana
61	major	minor	✓		2004		✓	✓	Ohio
70			✓		✓		✓	✓	Massachusetts
57						✓	✓	✓	Tennessee
59			✓		✓	✓	✓	✓	West Virginia
48	major/minor[4]				✓	✓	✓		Louisiana
64	major	minor	✓				✓	✓	Illinois
61	major	minor	✓			✓	✓	✓	Missouri
86			✓				✓	✓	Minnesota
74	major	major	✓			✓	✓		New York
69	major[2]				✓		✓	✓	Iowa
66	major	minor	✓		✓		✓	✓	Virginia
81	major	major				✓	✓	✓	District of Columbia
68	major						✓	✓	Maryland
65	major	minor	✓			✓			Vermont
74	major	major	✓				✓	✓	New Jersey
71	major	minor	✓			✓	✓	✓	Nebraska
79	major[2]	minor					✓		Wisconsin
61	major						✓	✓	Georgia
67	major	minor	✓	✓			✓	✓	Florida
62			✓				✓		Colorado
58						✓	✓	✓	Mississippi
48	minor	minor			✓	✓	✓	✓	New Mexico
77	major	major	✓				✓	✓	Rhode Island
57	major[2]					✓	✓	✓	Nevada
62	major						✓		Hawaii
72							✓		Pennsylvania
55	major	major/minor[3]	✓[3]		✓	✓	✓	✓	Delaware
54	major & minor	major & minor	✓			✓			Michigan
53							✓		Texas
53	major[2]					✓	✓	✓	Washington
65						✓	✓	✓	Alabama
72	major								New Hampshire
58	major					✓	✓	✓	Maine
56	major & minor				✓		✓		Idaho
61	major & minor	minor	✓			✓	✓	✓	Utah
62	major & minor					✓	✓	✓	Montana
57	minor	minor	✓				✓		South Dakota
64							✓	✓	Kansas
58									Oregon
52									Arizona
53						✓	✓	✓	Alaska
65	major[2]								North Dakota
64							✓	✓	Wyoming
64	—	—	22	2	18	26	45	33	U.S.

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[1] California requires teacher-candidates to demonstrate subject-matter competency either by taking a content test or by obtaining a major in the subject taught. State does not receive credit or count in the U.S. total. [2] State requires a major in the subject taught, but teachers can receive additional content-area endorsements by obtaining a minimum of a minor. [3] Only certain content areas require majors or minors and subject-specific endorsements. Delaware requires a major in science, a minor in math, and no coursework requirements or subject-specific endorsements for other subjects. State does not receive credit or count in the U.S. total. Louisiana requires a major in English, social studies, and general science and a minor in math. State receives credit for a major. [5] South Carolina passed a new regulation requiring middle school teachers to obtain subject-area concentration, but the requirement does not take effect for all college graduates until after Sept. 1, 2005.

Improving Teacher Quality

	State requires clinical experiences during teacher training (2002)		State holds teacher-training programs accountable (2002)			Number of teacher-training programs identified as low-performing (2001-02)	Percent of graduates from NCATE-accredited teacher education programs (2001)	Average teacher salaries, adjusted for cost of living (2001)	
	Minimum weeks for student-teaching	Minimum hours for other kinds of clinical experiences	by publishing pass rates/rankings of teacher education institutions	for performance of graduates in classroom setting	by identifying low-performing teacher-training programs			Average starting salary	Average salary (all teachers)
South Carolina	12	100	✓	✓	✓	0	81	$28,305	$40,808
Kentucky	12		✓	2003	✓	8[10]	86	$27,490	$40,299
Connecticut	10				✓	1	27	$29,637	$49,244
Arkansas	12		✓		✓	0	100	$27,464	$38,980
North Carolina	10		✓		✓	1	100	$31,985	$44,559
California	9		✓		✓	0	58	$27,177	$43,061
Oklahoma	12		✓	✓	✓	0	96	$30,101	$36,261
Indiana	10		✓		✓	0	98	$29,544	$46,516
Ohio	10		✓		✓	6	75	$25,824	$44,495
Massachusetts	5[6]		✓		✓	0	76	$27,198	$41,773
Tennessee	15		✓		✓	3	82	$30,682	$40,888
West Virginia	12		✓		✓	0	94	$27,431	$39,554
Louisiana	6[6]		✓		✓	3	97	$27,915	$35,919
Illinois	10	100	✓		✓	0	66	$31,489	$48,275
Missouri	8	2[8]	✓		✓	0	67	$29,203	$37,712
Minnesota	12		✓		✓	0	n/a	$27,300	$42,677
New York			✓		✓	9	16	$30,627	$47,681
Iowa	12	50			✓	0	11	$28,281	$39,591
Virginia	10[6]						65	$29,500	$42,194
District of Columbia	7[6]				✓	0	n/a	$28,121	$42,758
Maryland	30		✓		✓	2	74	$30,047	$45,548
Vermont	12	60	✓				n/a	$26,169	$38,279
New Jersey	16						64	$29,280	$49,173
Nebraska	14	100			✓	0	96	$26,282	$36,967
Wisconsin	18	150			✓	0	36	$27,212	$42,469
Georgia	10		✓		✓	1	79	$33,378	$44,919
Florida	10				✓	13[10]	79	$27,387	$40,604
Colorado	13[7]	400[7]			✓	0	33	$24,490	$36,241
Mississippi	15			✓	✓	1	98	$25,988	$35,652
New Mexico	14				✓	0	84	$27,040	$34,873
Rhode Island	10[6]		✓		✓	0	63	$29,638	$51,042
Nevada	12				✓	0	n/a	$31,508	$47,384
Hawaii	10						25	$22,261	$30,899
Pennsylvania	12						60	$33,203	$52,832
Delaware		60					69	$33,272	$48,492
Michigan	10						69	$30,188	$51,868
Texas	12		✓		✓	10	n/a	$32,999	$42,444
Washington				✓	✓	0	78	$25,426	$39,276
Alabama	12		✓[9]	✓	✓	0	94	$31,482	$41,325
New Hampshire			✓		✓	1	n/a	$23,567	$36,077
Maine	15						81	$23,888	$36,678
Idaho							99	$24,931	$39,560
Utah	10						70	$24,137	$35,824
Montana	10						74	$22,202	$33,975
South Dakota	10				✓	0	74	$24,501	$33,020
Kansas			✓		✓	0	86	$28,236	$38,830
Oregon	15				✓	0	37	$26,933	$43,424
Arizona	6[6]						n/a	$27,933	$36,044
Alaska	10						n/a	$29,506	$39,124
North Dakota	10						80	$22,379	$33,437
Wyoming							100	$24,723	$34,779
U.S.	—	—	**24**	**5**	**35**	**69**	**67**	**$28,986**	**$43,250**

[6] *Education Week* converted semester-hour requirements into weeks. [7] Colorado requires 600 hours of student-teaching and other kinds of clinical experiences. *Education Week* converted 400 of these hours to estimate the minimum number of weeks required for student-teaching. [8] Missouri requires two semester hours of clinical experiences in addition to student-teaching requirements. [9] Alabama includes status rankings of teacher-preparation institutions on its higher education report cards; however, these status rankings are not based on test pass rates/results. [10] In Florida, of the 13 programs identified as low-performing, nine were granted conditional approval status and four were denied approval. In Kentucky, of the eight programs identified as low-performing, five had Praxis test-score averages below 70 percent and three had Praxis test-score averages below 50 percent.

School Climate

	Overall grade for school climate		Percent of 8th graders in schools where a school official reports that the following are not problems or are minor problems (2000)			State surveys teachers, parents, and/or students about school conditions (2002)	State requires school report cards to include school safety information (2002)	State has enacted a bullying/harassment-prevention program or legislation (2002)	State has enacted legislation to enforce specific penalties for incidents of school violence (2002)
			absenteeism	tardiness	classroom misbehavior				
Minnesota	B	84	77	81	72	✓		✓	
Idaho	B	83	87	93	85	✓	✓	✓	✓
Maine	B	83	82	80	81			✓	✓
Connecticut	B-	82	87	84	73			✓	✓
Arizona	B-	82	65	76	77		✓	✓	✓
Indiana	B-	81	80	78	76		✓		
Massachusetts	B-	80	82	73	70			✓	
Michigan	C+	79	78	72	75		✓	✓	✓
West Virginia	C+	79	75	81	68			✓	✓
Vermont	C+	78	85	82	70		✓	✓	
New York	C+	78	90	81	69		✓	✓	
Kansas	C+	78	90	88	83		✓		
North Carolina	C+	78	71	67	65	✓	✓		✓
Missouri	C+	77	72	80	66		✓		✓
Ohio	C+	77	85	82	79				
Rhode Island	C+	77	87	80	70	✓	✓		
Nebraska	C+	77	84	80	84				
Wyoming	C+	77	73	65	63				
Illinois	C	76	78	76	70			✓	✓
Utah	C	76	70	67	70				✓
North Dakota	C	76	82	80	79			✓	
Texas	C	76	80	74	64		✓	✓	✓
Arkansas	C	75	64	62	72		✓	✓	
Oklahoma	C	75	76	64	76			✓	
California	C	74	76	72	67		✓	✓	✓
Alabama	C	73	80	77	71		✓	✓	✓
Montana	C	73	79	82	89				
New Mexico	C	73	53	67	71	✓	✓		
Oregon	C	73	61	67	71		✓	✓	
Tennessee	C-	72	73	69	57		✓	✓	✓
Kentucky	C-	72	65	76	64		✓		✓
Virginia	C-	71	72	80	77		✓	✓	✓
Hawaii	C-	71	71	56	40	✓	✓	✓	✓
South Carolina	D+	69	72	65	63		✓		✓
Georgia	D+	69	66	73	63			✓	✓
Nevada	D+	69	73	74	69		✓	✓	✓
Maryland	D+	68	76	81	74			✓	
District of Columbia	D+	67	62	49	52			✓	✓
Louisiana	D+	67	58	66	48			✓	✓
Mississippi	F	59	71	69	61				
Alaska	?	?	?	?	?			✓	✓
Colorado	?	?	?	?	?			✓	✓
Delaware	?	?	?	?	?		✓		✓
Florida	?	?	?	?	?		✓		✓
Iowa	?	?	?	?	?				
New Hampshire	?	?	?	?	?		✓	✓	
New Jersey	?	?	?	?	?		✓	✓	✓
Pennsylvania	?	?	?	?	?	✓		✓	✓
South Dakota	?	?	?	?	?				
Washington	?	?	?	?	?	✓		✓	✓
Wisconsin	?	?	?	?	?		✓	✓	
U.S.	—	—	77	72	68	8	27	33	29

NOTE: States are ranked by number grade to the nearest decimal.
? indicates state did not participate in national assessment or survey, or the sample was too small to make a reliable estimate.

Percent of students reporting that they feel very or somewhat safe in school (2000)		Percent of students in schools where a school official reports that physical conflicts are not a problem or are a minor problem (2000)		Percent of high school students who ...				
4th graders	8th graders	4th grade	8th grade	felt too unsafe to go to school during the past 30 days (2001)	carried a weapon on school property during the past 30 days (2001)	were threatened or injured with a weapon on school property in the past year (2001)	were in a physical fight on school property in the past year (2001)	
94	92	81	94	?	?	?	?	Minnesota
90	88	81	92	5.1	10.3	8.0	12.8	Idaho
95	90	92	88	9.4	5.2	8.7	11.3	Maine
91	90	88	89	?	?	?	?	Connecticut
92	87	87	90	?	?	?	?	Arizona
92	90	92	93	7.0[1]	4.3[1]	7.6[1]	8.8[1]	Indiana
95	91	95	96	8.1	5.5	8.2	11.5	Massachusetts
90	87	83	88	7.2	4.9	9.0	11.4	Michigan
92	87	96	93	?	?	?	?	West Virginia
95	93	85	92	4.1	8.6	6.2	12.8	Vermont
91	89	84	87	7.7[1]	5.3[1]	9.4[1]	12.0[1]	New York
93	89	93	95	?	?	?	?	Kansas
92	89	95	81	9.2	4.8	7.6	10.7	North Carolina
90	87	91	89	5.6	7.9	8.9	12.0	Missouri
90	89	87	91	?	?	?	?	Ohio
93	91	91	87	10.3	4.5	8.6	12.7	Rhode Island
94	90	92	95	4.3[1]	4.7[1]	7.1[1]	8.8[1]	Nebraska
92	85	93	84	8.0	8.4	9.4	13.5	Wyoming
92	90	83	85	8.6[1]	2.4[1]	9.7[1]	10.2[1]	Illinois
93	90	82	90	5.1	8.3	7.8	11.7	Utah
92	93	91	92	3.0	6.4	8.9	11.1	North Dakota
92	88	89	85	7.5	7.5	8.6	13.0	Texas
88	85	91	94	7.6	7.9	9.4	12.7	Arkansas
90	88	83	87	?	?	?	?	Oklahoma
91	89	86	84	?	?	?	?	California
92	88	97	91	7.4	7.4	7.1	11.6	Alabama
93	93	88	90	5.5	8.7	8.5	12.2	Montana
90	85	83	81	?	?	?	?	New Mexico
93	91	90	96	?	?	?	?	Oregon
92	87	90	83	7.4[1]	6.7[1]	9.3[1]	11.7[1]	Tennessee
92	87	91	84	7.2[1]	6.0[1]	8.4[1]	13.0[1]	Kentucky
90	88	96	87	?	?	?	?	Virginia
93	88	87	55	6.7[1]	3.5[1]	5.9[1]	9.0[1]	Hawaii
91	85	93	84	11.1[1]	4.8[1]	9.6[1]	12.2[1]	South Carolina
91	89	94	85	?	?	?	?	Georgia
89	86	86	79	16.9	6.9	8.8	13.0	Nevada
91	90	86	87	?	?	?	?	Maryland
88	82	76	85	?	?	?	?	District of Columbia
91	86	86	79	8.9[1]	4.1[1]	8.0[1]	9.8[1]	Louisiana
90	85	85	87	6.9	6.5	8.1	12.1	Mississippi
?	?	?	?	?	?	?	?	Alaska
?	?	?	?	8.3[1]	7.8[1]	10.4[1]	14.2[1]	Colorado
?	?	?	?	7.2	5.5	8.3	11.9	Delaware
?	?	?	?	14.0	5.4	9.2	12.7	Florida
92	?	87	?	6.6[1]	4.5[1]	8.9[1]	10.8[1]	Iowa
?	?	?	?	5.7[1]	6.9[1]	7.7[1]	11.7[1]	New Hampshire
?	?	?	?	9.4	6.8	11.2	13.2	New Jersey
?	?	?	?	?	?	?	?	Pennsylvania
?	?	?	?	3.7	7.5	7.1	11.2	South Dakota
?	?	?	?	?	?	?	?	Washington
?	?	?	?	6.0	3.4	8.4	11.4	Wisconsin
90	88	87	87	6.6	6.4	8.9	12.5	U.S.

[1] Because of a response rate of less than 60 percent, these data may not be representative of all high school students in the state.

School Climate

	State requires school report cards to include information on parent involvement (2002)	Percent of students in schools where a school official reports that ... lack of parent involvement is not a problem or is a minor problem (2000)		more than half of parents participate in parent-teacher conferences (2000)		State has a public school open-enrollment program (2002)	State law allows charter schools (2002)	Strength of charter school law (2001)[2]	Number of charter schools (2002)
		4th grade	8th grade	4th grade	8th grade				
Minnesota		75	56	99	88	statewide	✓	4.0	92
Idaho	✓	68	56	100	72	limited	✓	2.0	14
Maine		76	66	100	89	limited			
Connecticut		76	59	96	79	limited	✓	2.0	16
Arizona		62	50	95	59	statewide	✓	4.0	468
Indiana		68	65	97	68	limited	✓	4.0	10
Massachusetts		69	63	89	61	limited	✓	4.0	47
Michigan	✓	63	51	95	85	limited	✓	4.0	186
West Virginia		64	57	57	33	limited			
Vermont		70	60	97	78				
New York		60	52	87	65	limited	✓	3.0	38
Kansas		67	64	100	89		✓	1.0	30
North Carolina		66	59	82	56		✓	3.0	93
Missouri	✓	64	56	97	66	limited	✓	3.0	26
Ohio		49	57	87	61	limited	✓	3.0	97
Rhode Island		61	68	85	54		✓	1.0	9
Nebraska		67	63	100	90	statewide			
Wyoming	✓	71	53	100	84	limited	✓	2.0	1
Illinois	✓	68	51	96	75		✓	2.0	29
Utah		68	61	100	81	statewide	✓	2.0	12
North Dakota		79	76	99	94	limited			
Texas		59	49	85	46	limited	✓	3.0	228
Arkansas		55	50	94	63	limited	✓	1.0	8
Oklahoma		60	53	87	45	statewide	✓	2.0	10
California		56	38	94	59	limited	✓	3.0	452
Alabama		65	50	60	46				
Montana		73	62	94	80				
New Mexico	✓	52	35	95	49	limited	✓	3.0	28
Oregon	✓	65	59	100	87		✓	3.0	26
Tennessee		58	55	67	44	limited	✓[1]		
Kentucky	✓	55	42	72	46				
Virginia		68	52	81	50		✓	1.0	8
Hawaii	✓	45	24	95	37		✓	1.0	25
South Carolina		59	45	78	61		✓	2.0	14
Georgia		58	39	79	63		✓	2.0	36
Nevada	✓	62	50	98	35		✓	2.0	13
Maryland		60	61	84	51				
District of Columbia		43	30	69	48		✓	4.0	39
Louisiana		46	38	70	47	limited	✓	2.0	26
Mississippi		42	44	62	45		✓	0.0	1
Alaska		?	?	?	?		✓	1.0	15
Colorado		?	?	?	?	statewide	✓	3.0	95
Delaware	✓	?	?	?	?	statewide	✓	4.0	14
Florida		?	?	?	?	limited	✓	3.0	232
Iowa		72	?	100	?	statewide	✓[1]		
New Hampshire		?	?	?	?	limited	✓	2.0	0
New Jersey		?	?	?	?	limited	✓	3.0	56
Pennsylvania		?	?	?	?		✓	3.0	91
South Dakota		?	?	?	?	statewide			
Washington		?	?	?	?	statewide			
Wisconsin		?	?	?	?	statewide	✓	3.0	115
U.S.	11	63	50	90	67	32	40	—	2,700

[1] Tennessee and Iowa passed charter school laws in 2002, but as of November 2002, these laws had not been evaluated by the Center for Education Reform. These states do not receive credit in the graded calculation. [2] The strength of the charter school law is reported by *Education Week* using a standard 4-point scale (i.e., A = 4.0, B = 3.0, C = 2.0, D = 1.0, F = 0.0).

State requires school report cards to include information on class size (2002)	State has implemented a class-size-reduction program and/or limits class size by statute (2002)	Average class size for self-contained classes in elementary schools (2000)	Percent of students in elementary schools with 350 or fewer students (2001)	Percent of students in middle schools with 800 or fewer students (2001)	Percent of students in high schools with 900 or fewer students (2001)	State tracks condition of all school facilities (2002)	State provides grants/debt service for capital outlay or construction (2002)	State funding dedicated to capital outlay or construction for FY 2003	
	✓	22.0	21	45	42		✓	$257 million	Minnesota
✓		22.1	27	66	49		✓	$0	Idaho
	✓	18.0	59	98	69	✓	✓	$49.8 million*	Maine
✓		20.0	18	56	31	✓	✓	$550 million	Connecticut
✓	✓	24.5	11	44	22	✓	✓	n/a	Arizona
✓	✓	21.4	22	72	40		✓	$35.8 million	Indiana
	✓	21.0	27	64	33		✓	$383.1 million	Massachusetts
✓	✓	22.0	28	78	37				Michigan
✓	✓	19.4	56	85	60	✓	✓	$75 million	West Virginia
✓		18.1	56	100	56		✓	$12.8 million	Vermont
✓	✓	22.3	9	38	30	✓	✓	$1.3 billion	New York
		18.4	53	83	50		✓	$40.1 million	Kansas
✓	✓	20.9	12	56	25	✓	✓	$101.2 million	North Carolina
✓		20.9	31	73	46	✓			Missouri
	✓	22.7	28	77	45	✓	✓	$533 million	Ohio
		20.0	40	61	24	✓	✓	$33.4 million	Rhode Island
		17.5	60	73	56				Nebraska
		18.1	77	68	61	✓	✓	$78.9 million	Wyoming
✓		22.3	23	73	27	✓	✓	$500 million	Illinois
	✓	23.7	7	30	20	✓	✓	$28 million	Utah
		17.8	64	74	64				North Dakota
✓	✓	18.5	11	48	24		✓	$759.6 million	Texas
	✓	19.8	33	86	77	✓	✓	$38.2 million	Arkansas
	✓	18.6	38	80	58	✓			Oklahoma
✓	✓	22.7	6	25	11		✓	$1.8 billion	California
		18.7	18	73	52	✓	✓	$183 million	Alabama
	✓	18.2	64	85	56		✓	$4.4 million*	Montana
	✓	19.9	27	78	28		✓	$103 million	New Mexico
		23.9	31	78	32				Oregon
	✓	19.7	14	65	30	✓	✓	$181.7 million	Tennessee
✓	✓	20.8	24	76	47	✓	✓	$180.2 million	Kentucky
	✓	19.4	15	41	22		✓	$92.5 million	Virginia
		23.1	9	24	8	✓	✓	$123.2 million	Hawaii
	✓	17.9	9	59	28	✓	✓	$16.8 million	South Carolina
	✓	19.7	5	37	16	✓	✓	$216.6 million	Georgia
✓	✓	20.7	4	20	15				Nevada
	✓	22.2	11	42	10	✓	✓	$166.9 million	Maryland
		21.7	24	90	62		✓	n/a	District of Columbia
✓	✓	18.9	18	77	39				Louisiana
		20.4	12	72	56		✓	$48.5 million	Mississippi
		22.0	23	57	36		✓	n/a	Alaska
	✓	23.2	22	63	27				Colorado
✓	✓	20.6	11	46	17	✓	✓	$95.8 million	Delaware
✓	✓	23.1	3	13	6	✓	✓	$271 million	Florida
	✓	20.1	55	89	60		✓	$10 million	Iowa
✓		20.0	32	53	41		✓	n/a	New Hampshire
✓	✓	20.5	21	59	26	✓	✓	$750 million	New Jersey
		22.2	22	53	35		✓	$283 million	Pennsylvania
		18.8	63	87	59				South Dakota
	✓	23.9	15	63	27		✓	$172.5 million	Washington
	✓	20.8	35	75	40		✓	$333 million	Wisconsin
20	32	21.2	18	63	30	24	41	$9.8 billion	U.S.

*This figure is for FY 2002.

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Resources: Adequacy

	Overall grade for adequacy		Education spending per student, adjusted for regional cost differences (2002)			Percent of students in districts with per-pupil expenditures at or above the U.S. average[2] ($5,594)	Adequacy index[2] (2000)	Percent of total taxable resources spent on education (2000)	Average annual rate of change in expenditures per pupil, adjusted for inflation (1991-2001)
			State average	Percent of U.S. average	Percent change from 2001				
West Virginia	A	97	$9,758	129.7	7.8	97.4	99.9	4.9	3.2
New York	A	96	$9,563	127.1	5.1	99.9	100.0	3.8	0.4
Wyoming	A	94	$8,957	119.0	4.1	100.0	100.0	3.7	1.3
Vermont	A	94	$9,907	131.7	9.2	81.6[3]	97.5[3]	4.9	1.0
Delaware	A	93	$9,392	124.8	11.7	100.0	100.0	2.7	1.9
Wisconsin	A	93	$9,048	120.3	5.1	98.4	99.9	4.3	1.6
Connecticut	A-	92	$9,136	121.4	4.6	97.8	100.0	3.6	0.2
Michigan	A-	91	$8,479	112.7	3.9	93.9	99.8	4.4	1.7
Rhode Island	A-	91	$9,265	123.1	5.1	76.6	98.7	3.7	2.3
Maine	B+	89	$8,315	110.5	4.3	76.1	98.8	4.6	1.9
Indiana	B+	89	$8,595	114.2	5.4	69.0	98.2	4.2	2.5
New Jersey	B+	87	$8,328	110.7	-2.4	99.8	100.0	3.9	-0.8
Pennsylvania	B	86	$8,461	112.5	5.7	55.1	96.7	3.8	0.4
Iowa	B	86	$8,078	107.4	4.1	54.7	98.3	3.9	1.7
Oregon	B	86	$8,570	113.9	4.6	49.2	97.8	3.4	1.6
Ohio	B	85	$8,407	111.7	11.3	39.7	95.1	3.8	1.9
Nebraska	B	85	$8,522	113.3	6.0	32.9	95.4	3.7	1.4
Georgia	B	84	$8,194	108.9	11.6	57.4	97.9	3.5	2.3
Massachusetts	B	84	$8,429	112.0	8.9	56.2	96.5	3.1	1.7
Minnesota	B	84	$7,987	106.2	5.1	57.8	97.1	3.7	1.5
South Carolina	B	83	$7,930	105.4	9.5	40.8	94.8	4.0	2.3
Kansas	B	83	$7,721	102.6	4.6	50.9	96.7	3.8	1.3
Maryland	B	83	$7,689	102.2	5.1	84.1	99.5	3.7	-0.3
Montana	B-	81	$7,792	103.6	3.9	32.9	90.2	4.4	1.1
Virginia	B-	81	$7,689	102.2	5.2	47.2	97.1	3.2	0.9
Hawaii	B-	80	$6,794	90.3	1.4	0.0	99.5	3.0	0.6
Kentucky	C+	78	$7,214	95.9	5.1	38.6	94.5	3.3	1.9
Texas	C+	78	$7,248	96.3	3.5	24.2	93.6	3.5	2.3
Illinois	C+	77	$7,363	97.9	5.1	31.6	92.8	3.3	1.3
North Carolina	C+	77	$7,170	95.3	4.2	36.9	95.4	2.9	1.4
South Dakota	C+	77	$7,540	100.2	5.1	26.5	91.8	3.3	2.4
Alaska	C+	77	$7,444	98.9	2.5	29.3	90.1	4.1	-0.6
New Hampshire	C+	77	$7,563	100.5	4.2	39.6	91.8	3.1	1.3
North Dakota	C+	77	$7,239	96.2	5.1	31.4	91.9	3.6	1.4
Louisiana	C	76	$7,016	93.3	4.1	18.3	92.9	3.2	1.9
Alabama	C	75	$6,652	88.4	1.6	17.5	92.6	3.7	2.7
Missouri	C	75	$6,924	92.0	6.4	28.2	91.5	3.5	1.1
Washington	C	74	$6,969	92.6	7.9	10.2	90.4	3.2	1.0
Arkansas	C	74	$6,615	87.9	5.6	16.9	90.9	3.7	1.9
New Mexico	C	74	$7,634	101.5	11.0	9.8	83.6	3.5	2.7
Colorado	C-	72	$6,334	84.2	1.5	25.0	92.9	2.8	0.3
Oklahoma	C-	71	$6,859	91.2	5.1	8.1	84.0	3.6	2.2
Nevada	C-	71	$6,438	85.6	3.3	8.7	91.2	2.9	0.6
Idaho	D+	69	$6,291	83.6	5.1	11.4	84.0	3.7	2.8
Mississippi	D+	68	$6,006	79.8	3.7	5.7	85.3	3.6	2.6
Florida	D+	67	$6,512	86.6	2.7	0.9	86.3	3.3	-0.4
Tennessee	D	66	$5,994	79.7	5.2	2.3	86.0	2.7	1.3
California	D	65	$6,161	81.9	5.1	2.3	80.8	3.1	0.9
Arizona	F	58	$5,487	72.9	5.1	8.6	78.7	3.1	0.3
Utah	F	57	$4,995	66.4	5.1	1.1	69.5	3.5	2.3
District of Columbia	—[1]	—[1]	$10,251	136.2	5.1	100.0	100.0	1.2	0.2
U.S.	—	—	$7,524	—	5.1	39.7	92.4	3.5	1.1

NOTE: States are ranked by number grade to the nearest decimal.

[1] Since the District of Columbia does not have a state revenue source, it did not receive a grade for adequacy. [2] Figures adjusted to reflect regional cost differences and weighted for student needs. Students in poverty equal 1.2, and students in special education equal 2.3. Data reflect per-pupil expenditures for the 1999-2000 school year. [3] Data on special education used to adjust spending figures were missing for nearly 30 percent of the districts analyzed in Vermont.

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	Percent of students in districts with per-pupil expenditures[2] at or above... (2000)			Unadjusted education spending per student (2002)	Percent of annual education expenditures devoted to instruction (2000)	Instructional dollars per student (2000)	Teachers as a percentage of total staff (2001)	Percentage of education expenditures devoted to teachers (2001)
	National median ($5,385)	$6,000	$7,000					
Alabama	31.8	4.5	1.0	$5,937	61.7	$3,480	53.7	41.2
Alaska	49.2	24.9	16.5	$9,430	56.0	$4,933	49.3	31.9
Arizona	9.2	3.2	1.4	$5,445	61.1	$3,056	49.3	38.2
Arkansas	26.0	2.8	0.2	$5,764	60.8	$3,210	51.6	42.7
California	3.0	1.0	0.3	$6,878	62.5	$3,947	55.3	40.3
Colorado	38.6	18.2	1.5	$6,244	57.9	$3,601	50.7	37.4
Connecticut	99.9	89.8	31.3	$10,517	63.4	$6,185	50.0	39.9
Delaware	100.0	80.0	0.0	$9,612	61.5	$5,113	59.2	35.1
District of Columbia	100.0	100.0	100.0	$11,009	41.6	$4,201	46.2	30.0
Florida	2.4	0.2	0.0	$6,232	58.2	$3,391	47.8	35.1
Georgia	69.8	21.6	5.4	$7,633	62.4	$4,016	49.2	42.2
Hawaii	100.0	0.0	0.0	$6,775	63.0	$4,117	59.5	37.1
Idaho	25.5	7.3	1.3	$5,789	61.7	$3,280	56.2	39.0
Illinois	60.8	20.5	9.1	$7,598	60.1	$4,284	50.9	41.9
Indiana	83.5	47.0	5.4	$8,034	62.3	$4,484	46.7	33.5
Iowa	79.7	27.4	1.3	$7,126	58.9	$3,864	51.1	37.4
Kansas	74.3	32.9	10.1	$6,906	57.3	$3,608	51.0	37.0
Kentucky	47.8	9.2	0.4	$6,449	61.1	$3,616	44.1	35.1
Louisiana	35.7	5.5	1.6	$6,270	60.2	$3,497	49.3	38.1
Maine	87.9	56.0	12.8	$8,160	66.9	$5,127	49.7	37.8
Maryland	95.4	57.3	16.1	$7,847	61.5	$4,758	54.3	37.2
Massachusetts	68.1	37.0	15.5	$9,883	66.8	$5,851	55.1	42.0
Michigan	98.6	75.1	24.7	$8,611	58.1	$4,716	46.1	35.0
Minnesota	69.4	35.8	8.2	$7,832	62.9	$4,521	51.6	33.0
Mississippi	12.3	0.8	0.0	$5,235	61.0	$3,061	47.9	37.3
Missouri	39.2	20.7	2.2	$6,574	61.6	$3,811	53.2	41.7
Montana	39.8	20.3	8.8	$7,080	62.4	$3,939	53.4	34.4
Nebraska	55.4	23.3	5.9	$7,547	62.8	$4,198	52.6	35.5
Nevada	10.2	2.1	1.1	$6,134	59.7	$3,437	58.6	41.1
New Hampshire	46.6	23.4	11.5	$7,926	65.5	$4,493	51.1	34.9
New Jersey	99.9	99.5	85.5	$9,596	58.9	$6,088	53.5	36.2
New Mexico	14.1	8.8	1.8	$7,093	56.4	$3,287	46.8	32.9
New York	100.0	99.8	48.8	$10,725	68.1	$6,707	49.7	38.7
North Carolina	50.6	7.9	1.0	$6,578	63.4	$3,835	51.5	43.7
North Dakota	43.1	12.2	3.1	$6,173	59.8	$3,391	53.9	29.5
Ohio	55.6	21.5	3.8	$8,308	58.8	$4,156	53.1	39.1
Oklahoma	11.3	5.1	1.3	$6,184	57.8	$3,120	55.0	36.9
Oregon	71.4	36.0	2.1	$8,280	59.4	$4,244	50.0	31.2
Pennsylvania	67.6	34.5	6.8	$8,673	62.7	$4,876	52.2	37.7
Rhode Island	83.1	59.5	1.4	$10,216	65.8	$5,859	60.0	37.7
South Carolina	50.2	18.7	1.5	$7,179	59.9	$3,674	53.0	39.5
South Dakota	36.7	16.1	5.5	$6,442	60.2	$3,393	52.0	35.9
Tennessee	25.3	1.1	0.0	$5,470	65.2	$3,510	54.1	41.1
Texas	39.7	11.0	3.2	$6,833	60.9	$3,828	50.6	40.9
Utah	1.3	1.1	0.8	$4,769	65.3	$2,858	54.1	37.7
Vermont	35.5[3]	58.4[3]	36.9[3]	$9,798	64.6	$5,379	47.3	37.6
Virginia	68.6	32.3	3.9	$7,452	62.2	$4,255	54.8	43.1
Washington	24.3	3.0	1.2	$7,236	59.6	$3,803	52.3	32.9
West Virginia	99.3	81.3	2.6	$8,742	61.7	$4,414	54.3	33.8
Wisconsin	99.4	89.9	24.7	$8,654	62.3	$4,860	57.1	34.2
Wyoming	100.0	85.4	20.1	$8,203	61.1	$4,537	48.6	33.7
U.S.	—	28.3	10.2	$7,524	61.7	$4,267	51.6	38.4

Adequacy Index: While no consensus exists about how much money is necessary to provide an "adequate" education, we know that districts with certain characteristics tend to need more aid. Specifically, districts enrolling more students with special needs require more money. The National Center for Education Statistics estimates that students in special education need 2.3 times as much funding as other students do. Also, students in poverty are presumed to need 1.2 times as much money.

After adjusting per-student-spending figures for each school district in the United States to reflect regional cost differences and student needs, we found that the average per-pupil expenditure in the nation for 2000 (the most recent data available at the district level) was $5,594. We use that amount as a benchmark against which to gauge the adequacy of state spending.

While it may seem intuitive to measure adequacy simply by calculating the percent of students in districts where spending achieves the national average, that calculation is not ideal. Imagine if every district in a state were to spend exactly $5,593 per student, just $1 below the national average. Spending on every student would be amazingly close to what we consider to be adequate, but we would declare that no student in the state was enrolled in a district with adequate funding.

Our adequacy index takes into account both the number (or percent) of students enrolled in districts with adequate spending, and the degree to which spending is below adequate in districts where per-pupil expenditures are below the national average.

Each district where the per-pupil spending figure (adjusted for student needs and cost differences) was equal to or exceeded the national average received a score of 1 times the number of students in the district. Districts where the adjusted spending per pupil was below the national average received a score equal to their per-pupil spending divided by the national average and then multiplied by the number of pupils in the district. The adequacy index is the sum of district scores divided by the total number of students in the state. If all districts spent above the U.S. average, the state received a perfect index of 100.

Example:

District	Enrollment	Per-pupil spending
1	400	$7,000
2	450	$6,000
3	500	$5,000
4	300	$4,000
5	350	$3,000
	Total 2,000	

Districts 1 and 2 are the only ones providing an adequate education (i.e., equal to or above $5,594). Scores for those districts are equal to their student enrollment. The percent of students attending schools in districts with adequate spending then is 850 divided by 2,000 or 42.5 percent. That figure, however, does not account for how close spending is to adequate in the remaining three districts, a problem that is corrected in the calculations below.

District	Score
1	400
2	450

Districts 3 through 5 are below the U.S. average, so assigning scores to each district will tell us how "far" they are from adequate spending. Their scores are equal to their average spending, divided by the U.S. average, multiplied by the number of pupils in the district.

District	Score
3	446.91 = ($5,000 / $5,594) * 500
4	214.52 = ($4,000 / $5,594) * 300
5	187.70 = ($3,000 / $5,594) * 350
Total	1,699.13 (for all five districts)

Adequacy index = 1,699.13 / 2,000
= 84.96

That value represents an index against which we can compare the relative adequacy of the 50 states. This year, values for the adequacy index range from 70 to 100.

Resources: Equity

	Overall grade for equity		State equalization effort (2000)	Targeting score[2]	State share of funding	Wealth-neutrality score (2000)	McLoone index (2000)	Coefficient of variation (2000)
Hawaii	A	100	97.6%	0.000[3]	97.6%	0.000[3]	100.0%[3]	0.0%[3]
Utah	B+	89	83.8%	-0.308	64.1%	-0.021	98.3%	12.3%
Delaware	B	85	80.7%	-0.150	70.2%	-0.019	91.9%	6.4%
New Mexico	B	85	82.9%	0.000	82.9%	-0.005	95.5%	16.0%
Florida	B	83	80.6%	-0.473	54.7%	0.076	95.5%	5.9%
Nevada	B	83	70.7%	-0.099	64.3%	-0.104	96.8%	8.7%
Arkansas	B-	82	85.7%	-0.041	82.4%	0.088	94.3%	8.7%
Minnesota	B-	82	76.9%	-0.216	63.2%	0.018	92.8%	13.0%
Oklahoma	B-	82	72.1%	-0.123	64.2%	-0.035	94.5%	13.6%
Kansas	B-	80	74.4%	-0.108	67.1%	-0.051	92.7%	15.7%
Texas	B-	80	68.7%	-0.445	47.5%	0.019	93.7%	13.3%
Louisiana	C+	79	68.4%	-0.219	56.1%	0.034	95.1%	8.3%
Oregon	C+	79	75.4%	-0.244	60.6%	0.044	95.7%	10.3%
Kentucky	C+	78	73.8%	-0.094	67.5%	0.057	93.5%	9.1%
North Carolina	C+	77	73.3%	-0.045	70.1%	0.086	94.0%	8.6%
Iowa	C+	77	57.9%	-0.111	52.1%	-0.051	95.5%	7.8%
California	C+	77	69.5%	-0.089[4]	63.8%	0.033[4]	93.2%	11.5%
Wyoming	C	76	58.1%	-0.025	56.6%	-0.189	95.8%	12.9%
West Virginia	C	76	69.9%	-0.039	67.3%	0.084	93.6%	5.9%
South Dakota	C	76	57.0%	-0.423	40.1%	-0.070	95.2%	14.6%
Washington	C	76	70.9%	-0.031	68.7%	0.066	92.4%	10.4%
Wisconsin	C	75	67.0%	-0.164	57.6%	0.046	93.5%	8.7%
Alabama	C	75	71.0%	-0.050	67.6%	0.126	94.3%	8.2%
Alaska	C	75	69.5%	0.000	69.5%	-0.153	90.8%	31.7%
Colorado	C	74	64.5%	-0.478	43.6%	0.065	92.6%	11.3%
Idaho	C	73	77.3%	-0.166	66.3%	0.164	91.9%	14.8%
Vermont	C	73	92.8%	-0.530[4]	60.7%	0.311[4]	86.7%[4]	19.9%[4]
Michigan	C-	72	69.8%	0.000	69.8%	0.133	91.6%	12.3%
South Carolina	C-	72	67.0%	-0.189	56.3%	0.127	92.9%	10.3%
Indiana	C-	70	59.9%	-0.114	53.7%	0.040	91.6%	10.0%
Mississippi	C-	70	67.8%	-0.066	63.6%	0.156	93.4%	10.8%
Maine	C-	70	60.5%	-0.318	45.9%	0.086	92.2%	13.1%
Virginia	C-	70	63.3%	-0.388	45.6%	0.157	95.3%	11.7%
Nebraska	D+	69	47.7%	-0.215	39.2%	-0.051	94.0%	12.8%
Georgia	D+	69	62.7%	-0.197	52.4%	0.176	94.1%	9.1%
Tennessee	D+	69	56.8%	-0.130	50.3%	0.094	92.4%	10.7%
Arizona	D+	68	61.3%	-0.216	50.4%	0.099	90.0%	15.4%
Rhode Island	D+	68	59.9%	-0.367	43.8%	0.100	91.4%	9.3%
New York	D+	68	57.1%	-0.221	46.8%	0.128	94.0%	15.0%
Massachusetts	D+	67	53.4%	-0.236	43.2%	0.001	91.3%	15.1%
Connecticut	D	65	54.8%	-0.349	40.6%	0.077	94.7%	12.0%
New Hampshire	D	64	57.1%	-0.009	56.6%	0.162	88.7%	17.5%
New Jersey	D	64	48.4%	-0.171	41.3%	0.046	91.6%	13.2%
Maryland	D-	62	59.8%	-0.488	40.2%	0.281	92.2%	9.3%
Montana	D-	62	50.3%	0.000	50.3%	0.144	95.2%	17.5%
Ohio	D-	62	53.0%	-0.186	44.6%	0.103	92.3%	13.7%
Missouri	D-	61	52.6%	-0.050	50.0%	0.100	92.0%	14.8%
Pennsylvania	D-	61	49.1%	-0.241	39.6%	0.135	91.3%	13.1%
Illinois	F	57	42.7%	-0.058	40.4%	0.169	88.3%	14.0%
North Dakota	F	55	44.2%	-0.024	43.1%	0.221	93.2%	15.8%
District of Columbia	—[1]	—[1]	—	—	—	—	—	—
U.S.	—	—	—	—	—	—	—	—

NOTE: States are ranked by number grade to the nearest decimal; ties are ranked alphabetically.

[1] Since the District of Columbia does not have a state revenue source, it did not receive a grade for equity. [2] The targeting score is derived using multiple regression to determine the extent to which district property wealth influences state aid, controlling for other factors, including student enrollment, physical size of districts, and the number of students in low-income families or in special education. [3] Hawaii has a single statewide district. [4] Data on property wealth used to compute state equalization effort.

	Restricted range[6] (2000)	Restricted-range ratio[6] (2000)	Average state funding per pupil[6] (2000)	Average state and local funding per pupil[6] (2000)	Implicit foundation level[6] (2000)
Alabama	$1,173	28.1%	$3,386	$5.007	$3.556
Alaska	$6,280	107.1%	$4.820	$6,932	$4.820
Arizona	$2,147	60.5%	$2.590	$5,135	$3,150
Arkansas	$1.103	28.1%	$3,878	$4,708	$4.036
California	$1,473	33.6%	$3,661	$5,742	$3,988[4]
Colorado	$1,492	33.2%	$2,537	$5.815	$3,750
Connecticut	$2,789	41.1%	$3,522	$8,668	$4,751
Delaware	$1.240	21.1%	$5,140	$7,322	$5,911
District of Columbia	—	—	—	$7,948	—
Florida	$751	17.8%	$3.019	$5,518	$4,447
Georgia	$1,808	37.6%	$3,238	$6,179	$3,876
Hawaii	$0[3]	0.0%[3]	$5,702	$5,842	$5,702
Idaho	$1,950	53.4%	$3,060	$4.615	$3.568
Illinois	$4,337	103.2%	$2.631	$6.518	$2,784
Indiana	$1.815	38.2%	$3.563	$6,632	$3,969
Iowa	$1.165	25.4%	$3,106	$5,960	$3.451
Kansas	$2,770	66.8%	$3,964	$5.905	$4,393
Kentucky	$1,259	30.3%	$3.321	$4,922	$3,633
Louisiana	$1,209	28.4%	$2,611	$4,652	$3,183
Maine	$2,357	47.0%	$2,972	$6.478	$3.918
Maryland	$1,823	33.1%	$2,774	$6,908	$4.128
Massachusetts	$2,892	50.7%	$3.215	$7,444	$3,974
Michigan	$2.474	44.0%	$5,257	$7,529	$5,257
Minnesota	$2.554	52.3%	$4,317	$6.829	$5.250
Mississippi	$1,363	37.9%	$2.515	$3.956	$2.682
Missouri	$2,320	57.5%	$2.803	$5,600	$2,944
Montana	$2.944	75.8%	$2,475	$4,920	$2,475
Nebraska	$2.153	49.3%	$2,297	$5,857	$2.791
Nevada	$722	15.5%	$3,617	$5.623	$3,976
New Hampshire	$3.333	75.4%	$3.539	$6,254	$3,570
New Jersey	$4.378	57.5%	$4,279	$10,355	$5,011
New Mexico	$2,081	53.7%	$3,732	$4.501	$3.732
New York	$3,474	47.4%	$4,005	$8.559	$4.890
North Carolina	$1,216	27.1%	$3.883	$5,539	$4,058
North Dakota	$2.065	54.7%	$2,176	$5,043	$2,227
Ohio	$2,060	44.7%	$2,779	$6,225	$3,296
Oklahoma	$1,756	47.6%	$2,737	$4,265	$3,074
Oregon	$1,607	32.2%	$3.679	$6,067	$4,577
Pennsylvania	$2.486	49.8%	$2,748	$6,943	$3,410
Rhode Island	$2,005	35.6%	$3,070	$7,007	$4.196
South Carolina	$1,317	29.8%	$2.978	$5,286	$3,541
South Dakota	$2,187	56.8%	$1,956	$4,883	$2,783
Tennessee	$1.456	41.0%	$2,202	$4,380	$2,488
Texas	$2,019	46.9%	$2,633	$5.541	$3.805
Utah	$891	26.0%	$2.709	$4,229	$3.544
Vermont	$4.330[5]	98.9%[5]	$7,601[5]	$12,528[5]	$11,630[5]
Virginia	$1,587	32.2%	$2,780	$6,096	$3.859
Washington	$1,233	26.4%	$4,044	$5.887	$4,171
West Virginia	$1,073	21.2%	$3.711	$5,517	$3,857
Wisconsin	$1,755	31.8%	$4,088	$7,100	$4,759
Wyoming	$2,447	45.0%	$3,722	$6,571	$3.815
US	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

State equalization effort: States can help equalize funding across districts in two ways: 1) by providing all or most of the total funding so there are no discrepancies across districts, and/or 2) by targeting more revenue to poorer districts that are not able to raise as much revenue locally. Most states use a combination of those two strategies. The state equalization effort is the state share of funding adjusted by the degree to which funds are targeted to poorer districts.

The score for state equalization effort depends on both a targeting score and the percentage of state funding. The targeting score represents the extent to which state funds are targeted to poorer districts. This year, targeting-score values range from -.52 to zero, where the more negative a value, the more state funds are targeted to poorer districts. A targeting score of zero means that the state is not targeting funds to property-poor districts.

For example, state aid in Florida accounts for 54.7 percent of total (state and local) revenue, which is below the national average (57 percent). This year, state share of funding values range from 39 percent to 98 percent. Florida, however, has a targeting score of -.473, meaning it targets more funds to property-poor districts. Therefore, its "effort" to equalize funding is higher than what the state share of funding would suggest. The state equalization effort adjusts the state share of funding to reflect the effort the state has made to target funds to poorer districts. If the state's targeting score is zero, the state equalization effort will be the same as its state share of funding.

State equalization effort = State share of funding x (1 - targeting score)
= 54.7 percent x (1 - (-.473))
= 80.6 percent

The *implicit foundation level* is another way to illustrate the state equalization effort, and is calculated under the assumption that each state is distributing funds according to a foundation formula. The goal of a foundation formula is to ensure, using more state aid for property-poor districts, that each district has a minimum amount of funding per pupil, regardless of the district's ability to raise revenue based on property wealth. The implicit foundation level is the amount of total funding that all districts in the state could spend per student with an equal tax effort by all districts; it is the state equalization effort expressed in dollars.

Implicit foundation level (Florida)
= Average state and local funding per pupil x state equalization effort
= $5,518 x 80.6 percent
= $4,447

This year, the states' implicit foundation levels range from $2,227 to $11,630. As the implicit foundation level gets closer to the actual average state and local funding per pupil in the state, it means the state equalization effort is greater.

Wealth-neutrality score: Like the targeting score, the wealth-neutrality score also shows the degree to which revenue is related to the property wealth of districts. However, this indicator considers both state and local revenue. West Virginia, for example, has a targeting score of -.039, which indicates the state is targeting aid to poorer districts. When local revenue is also considered in the wealth-neutrality score, though, West Virginia has a .084, meaning that higher property wealth is still linked to more revenue.

This year, wealth-neutrality scores range from -.180 to .311. A negative score means that on average poorer districts actually have more funding per weighted pupil than wealthy districts do, and a positive score means the opposite, that wealthy districts have more funding per weighted pupil than poor districts do. A majority of states have a positive wealth-neutrality score.

McLoone Index: The McLoone Index is based on the assumption that if all students in the state were lined up according to the amount their districts spent on them, perfect equity would be achieved if every district spent at least as much as was spent on the pupil in the middle of the distribution, or the median. The McLoone Index is the ratio of the total amount spent on pupils below the median to the amount that would need to be spent to raise all students to the median.

For example, the median-level expenditure per pupil (adjusted to reflect student needs) in Indiana is approximately $5,583. The total amount spent on students who are below that mark is about $3.04 billion. In order to spend $5,583 on each of those pupils below the median, the state would need to spend $3.32 billion.

McLoone Index
= Amount spent on pupils below the median / Amount needed to be spent to achieve "equity"
= $3.04 billion / $3.32 billion
= 91.56 percent

This indicates that Indiana is spending about 92 percent of what is needed to raise all students to the median expenditure. McLoone index values range this year from 87 percent to 100 percent, where perfect equity is represented by 100 percent and the greatest inequity by zero percent.

Coefficient of variation: The coefficient of variation is a measure of the discrepancy in funding across the districts in a state. The value is calculated by dividing the standard deviation of adjusted spending per pupil (adjusted to reflect cost differences and student needs) by the states' average spending per pupil. The standard deviation is a measure of dispersion (i.e., how spread out spending levels are across a state's districts).

For example, the standard deviation for spending in Maryland is about $584. The average per-pupil spending for Maryland is $6,265.

Coefficient of variation
= Standard deviation of adjusted spending per pupil / Average spending per pupil
= $584 / $6,265
= 9.3 percent

This year, the range of values for the coefficient of variation is 6 percent to 32 percent. If all districts in a state spent exactly the same amount per pupil, its coefficient of variation would be zero. As the coefficient gets higher, it means the variation in the amounts spent across districts also gets higher. As the coefficient gets lower, it indicates greater equity.

Restricted range and restricted-range ratio: The restricted range and restricted-range ratio are two other traditional measures of equity we provide as additional information. The restricted range is simply the difference between spending levels at the 5th and 95th percentiles.

For instance, in Michigan, per-pupil spending at the 95th percentile is about $8,093. At the 5th percentile, it is $5,619.

Restricted range
= Spending at the 95th percentile - Spending at the 5th percentile
= $8,093 - $5,619
= $2,474

The restricted-range ratio is the restricted range divided by the spending at the 5th percentile.

Restricted-range ratio
= Restricted range / Spending at the 5th percentile
= $2,474 / $5,619
= .440 or 44.0 percent

This year, the values for this ratio range from 16 percent to 107 percent (not including Hawaii). The smaller the ratio, the greater the equity. If all districts in a state spent the same amount per student, the restricted-range ratio would be zero.

wealth-neutrality score, and implicit foundation level were missing for about 20 percent of the districts analyzed in California. [5]Data on special education used to adjust spending figures were missing for nearly 30 percent of the districts analyzed in Vermont. [6]Figures adjusted to reflect regional cost differences and weighted for student needs. Students in poverty equal 1.2, and students in special education equal 2.3.

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Please give us your feedback on *Quality Counts 2003* by taking this short survey.

January 9, 2003

How *Education Week* Graded the States

Student Achievement | Standards and Accountability | Improving Teacher Quality | School Climate | Resources

Education Week compiled data on more than 100 indicators across five categories. We did not grade states in the student-achievement category because the presentation of the data is sufficient to gauge state performance. To arrive at a grade in each category, we assigned points to each column of data or information. For columns that contain information on state policies, we assigned letter grades based on whether the state had adopted such policies, and then granted points according to the following scale: An A was worth 100 points; a B, 85 points; a C, 75 points; a D, 65 points; and an F, 50 points. For columns that contain numerical data, such as percentages, we assigned points based on one of two methods:

- If the benchmark for a perfect grade was 100, as in the column on the percent of teachers with degrees in the subjects they teach, we simply assigned the same number of points as the percentage.

- If the benchmark for an A was different from 100, we assigned letter grades based on a scale. For instance, states that spend 5 percent or more of their total taxable resources on education got an A, for 100 points.

After obtaining the number of points for each column, we calculated the overall grade for each state in each category using a formula that gives greater weight to certain criteria. The formula for each category yields an overall number grade for each state, from 0 to 100. We then assigned overall letter grades based on the following scale: 93 to 100 percent = A; 90 to 92 percent = A-minus; 87 to 89 percent = B-plus; 83 to 86 percent = B; 80 to 82 percent = B-minus; 77 to 79 percent = C-plus; 73 to 76 percent = C; 70 to 72 percent = C-minus; 67 to 69 percent = D-plus; 63 to 66 percent = D; 60 to 62 percent

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= D-minus; below 60 percent = F. Here, in greater detail, is how we graded the states in each category:

STUDENT ACHIEVEMENT

Education Week did not rank the states in this category for *Quality Counts 2003*.

STANDARDS AND ACCOUNTABILITY

Weighting: The first column, indicating the adoption of standards, counts for 15 percent of the grade. The four columns indicating whether the standards are clear, specific, and grounded in content together count for 25 percent of the overall grade. The assessment columns count for 28 percent of the grade, and participation in the 2002 NAEP test counts for 2 percent of the grade. The five school accountability indicators—report cards, ratings, assistance, rewards, and sanctions—together count for the remaining 30 percent of the state's grade.

Standards: In the first column, states that have adopted standards in the four core subjects— English, mathematics, science, and social studies—received an A. States that have adopted standards in three subjects received a B; two subjects, a C; and no standards, an F.

To grade the clarity and specificity of standards, we relied on data provided by the American Federation of Teachers. The AFT rated state standards in the four core subjects at each of three levels—elementary, middle, and high school—for a total of 12 separate ratings per state. To convert the ratings into a number grade, we divided the total number of ratings for which a state met the AFT's criteria by 12.

Assessments: States were given 1 point for each of five types of student-assessment instruments (multiple-choice, short-answer, extended-response English, extended-response other subject, and portfolio) used at each level—elementary, middle, and high school—for a possible total of 15 points. States earning 11 or more points received 100 percent in this section. States earning less than the 11-point benchmark were given a percentage based on the total points earned (i.e., 10 of 11= 91 percent, 9 of 11 = 82 percent, 8 of 11 = 73 percent, and so forth). States were given 1 point for the use of an aligned criterion-referenced test in each of the four core subjects, again at each of three grade levels, for a possible total of 12 points. The total earned was divided by 12 to arrive at a percentage of the grade earned in this section. States that participated in the 2002 National Assessment of Educational Progress received an

A. Those that did not earned an F.

School Accountability: States earned an A for each component of a school accountability system that they had in place, and an F for each component that was lacking. The five components that were graded were report cards, ratings, assistance, rewards, and sanctions. All details related to these policies are included as additional information only.

IMPROVING TEACHER QUALITY

Weighting: The indicators for teacher assessment make up 35 percent of the total grade. Teaching in field is worth 30 percent. The three professional-support and -training indicators together are worth 20 percent of the grade. The five teacher education indicators constitute the remaining 15 percent of a state's overall grade.

Teacher Assessment: States that require candidates for secondary school teaching positions to pass tests of subject knowledge and elementary-level candidates to pass subject-specific tests of teaching knowledge earned an A. Those that have only the former earned a B, and those that have only the latter earned a C. States that require prospective teachers to pass only a test of basic skills or general knowledge earned a D. And those that do not require any assessment for a teaching license received an F. This indicator counted for 45 percent of the teacher-assessment subgrade. States that require novice teachers to pass a state-administered portfolio assessment of classroom teaching ability for a second-stage license earned an A. States that base such performance assessments only on classroom observations or videotaped lessons received a B. States that do not administer centralized performance assessments but do require new teachers to be evaluated by a local team of education professionals earned a C. All other states received an F. This indicator counts for 45 percent of the teacher-assessment subgrade. The number of states that require teacher evaluations to be tied to student achievement is ungraded information. States earned an A for providing at least one incentive to teachers to earn certification from the National Board for Professional Teaching Standards, including waiving licensure regulations for those who hold such certification, providing financial support to those who seek it, or offering salary bonuses to those who earn it. States that offer no such incentives earned an F. This indicator accounts for 10 percent of the teacher-assessment subgrade. The number of teachers with national-board certification is included as ungraded information.

Teaching in Field: States earned the same number of points as their percentages of secondary school teachers with majors in the subjects they teach. For example, if 81 percent of teachers have majors in the subjects they teach, the state earned 81 points for this column. This indicator counts for two-thirds of the teaching-in-field subgrade. We defined "major" as either requiring a content major or at least 30 semester hours in the subject to be taught. States that require all high school teachers to meet such standards for their initial certification area(s) earned an A. Several states require teachers to earn both a major and a minor, resulting in certification in two academic subjects; those states also earned an A. Other states that require teachers to earn a major but allow them to receive additional content-area endorsements by earning a minimum of a minor received an A as well. States in which major and minor requirements vary depending upon the subject taught earned a B. States that require a minimum of a minor in the subject to be taught, or a minimum number of semester hours between 12 and 24, earned a B. States without major or minor requirements for every subject earned an F. We graded state requirements for middle school teachers on the same scale. States received an A if they discourage out-of-field teaching by: 1) requiring all middle school teachers to have subject-specific licenses in the fields they teach; and 2) calling attention to out-of-field teaching by notifying parents of the practice. States that have one of those policies earned a B. States that have neither received an F.

Professional Support and Training: States that require all new teachers to participate in an induction program and provide funds to support such programs received an A. Those that do not received an F. States that encourage or support ongoing professional development for all teachers by setting time aside for teachers to take part in activities or by providing money for professional development earned an A. States that do neither received an F. The number of states that finance professional development for all local education agencies is included as ungraded information.

Teacher Education: States that require a minimum of 12 weeks of student- teaching during teacher preparation earned an A. For any requirement under 12 weeks, states earned a C. States with no minimum time requirements for student-teaching received an F. For other kinds of clinical experiences, states that require teacher-preparation programs to provide trainees with a specified amount of time in the classroom prior to student-teaching earned an A. States that have no such requirement received an F. There are two ways that states earn an A for holding teacher-training programs accountable. States earn an A if they publish pass rates or rankings of teacher education institutions statewide and identify low-performing teacher-training programs. States can also earn an A if they hold teacher-training programs accountable for the performance of graduates in a classroom setting, regardless of whether they publish pass rates and identify low-performing programs. States that only publish pass rates of teacher education programs, and states that only identify low-performing teacher-training programs, received an F. The states that employ none of those three efforts also received an F.

SCHOOL CLIMATE

States for which there are no NAEP data did not receive a grade in School Climate.

Weighting: The first three indicators for engagement count for 10 percent of the grade. Five percent of a state's grade in this category depends on whether or not the state conducts a school climate survey. The seven indicators in school safety together account for 20 percent of the grade. The five indicators in parent involvement are worth 15 percent of the grade. For the choice and autonomy indicators, state open-enrollment programs account for 10 percent of the overall climate grade, and the strength of the charter school law is also worth 10 percent. Class size and school size indicators are each worth 10 percent of the grade. The remaining 10 percent of the grade comes from two indicators under school facilities: whether the state provides funding for school construction and whether the state tracks the condition of all school facilities.

Engagement: For the engagement subgrade, the 39 states and the District of Columbia that participated in NAEP 2000 were ranked from highest to lowest on each of the first three indicators. The states were then divided into quintiles, with the top eight states receiving an A for the column and 100 points. The next eight states received a B and 85 points, the next eight received a C and 75 points, the next eight a D and 65 points, and the bottom eight states an F and 50 points. The scores for the three indicators were averaged and account for 10 percent of the overall school climate grade. States that conduct a school climate survey received an A and 100 points; those that did not received an F and 50 points. This indicator was worth 5 percent of the grade.

School Safety: For the first three indicators under school safety, states with a check received an A and 100 points; states that do not have the policy received an F and 50 points. The scores for each of the three indicators were averaged and represent 10 percent of the overall grade. For the next four school safety indicators, the 39 states and the District of Columbia that participated in NAEP were ranked from highest to lowest on each of the four indicators. Again, states were divided into quintiles, and the resulting scores of the four indicators were averaged, making up 10 percent of the grade.

Parent Involvement: States with a check indicating their school report cards must include information on parent involvement received an A and 100 points. States without that requirement received an F and 50 points. For the next four indicators, the 39 states and the District of Columbia that participated in NAEP were ranked from highest to lowest on each of the four indicators and were divided into quintiles. (NAEP data from Iowa are available only from the 4th grade cohort; thus, a school climate grade could not be calculated for the state. For that reason, the NAEP 4th grade data from Iowa were not included in the rankings that determine the assignment of points to the other states.) The scores from all five indicators under the parent-involvement subgrade were averaged and are worth 15 percent of the overall school climate grade.

Choice and Autonomy: States with a statewide open-enrollment policy, meaning the policy is interdistrict and mandatory, received an A and 100 points. Those with limited open enrollment, meaning the policy is interdistrict but not mandatory or is intradistrict and mandatory, received a C and 75 points. States with no regular public-school-choice program received an F and 50 points. This column counted for 10 percent of the overall school climate grade. For states that have enacted charter school legislation, grades for the strength of the legislation were given by the Center for Education Reform and are reported by *Education Week* using a standard 4-point scale (i.e., A = 4.0, B = 3.0, C = 2.0, D = 1.0, F = 0.0). States with a grade of 4.0 were given 100 points, those with a grade of 3.0 received 85 points, those with a grade of 2.0 received 75 points, those with a grade of 1.0 received 65 points, and states with either a 0.0 grade or that have not enacted charter school legislation received 50 points. This grade counted for 10 percent of the overall school climate grade.

Class Size: States that require school report cards to include information on class size received an A and 100 points; those that do not received an F and 50 points. States that have enacted a class-size-reduction program, that limit class size by law, or that have a reported elementary school class size of 20 or fewer pupils received an A and 100 points. States without a class-size-reduction effort and an average elementary class size higher than 20 received an F and 50 points. For the third indicator under the class-size subgrade, states with an average class size in self-contained elementary school classes of 20 or fewer pupils received 100 points. For those states with more than 20 students in the class, the average number of students in the class was divided into 20 to obtain a point value for the column. For instance, Arizona has a reported average elementary class size of 24.5 (20/24.5 = 81.6 points). An average score across all three columns counted for 10 percent of the overall school climate grade.

School Size: For each of the three indicators under school size, the states were ranked from highest to lowest. The 50 states and the District of Columbia were then divided into approximate quintiles, with the top 10 states receiving an A for the column and 100 points. The next 10 states received a B and 85 points, the next 11 received a C and 75 points, the next 10 a D and 65 points, and the bottom 10 states an F and 50 points. The scores across each of the three columns were averaged and are worth 10 percent of the overall grade.

School Facilities: States that track the condition of all school facilities received an A and 100 points; those that do not received an F and 50 points. States that provide state dollars for school construction received an A and 100 points; those that do not received an F and 50 points. The scores in each of the two columns were averaged and account for 10 percent of the overall school climate grade.

RESOURCES

Weighting: For adequacy, education spending per student and the adequacy index each count for 40 percent of the overall grade; the percent of total taxable resources spent on education accounted for 15 percent; the average annual rate of change in per-pupil expenditures accounted for 5 percent. For equity, the state equalization effort counts for 50 percent of the overall grade; the wealth-neutrality score, 25 percent; and the McLoone Index and the coefficient of variation each count for 12.5 percent.

Adequacy: *Education Week* adjusted each state's per-pupil expenditure (PPE) using the National Center for Education Statistics' geographic cost-of-education index. We computed each state's adjusted PPE as a percentage of the U.S. average ($7,524). We used 125 percent of the U.S. average as our benchmark for a perfect score, and divided each state's expenditure by 125 to calculate a grade for this indicator.

The *adequacy index* was calculated using district-level spending (adjusted for regional cost differences and student needs). Each district where the per-pupil-spending figure (adjusted for student needs and cost differences) was equal to or exceeded the U.S. average ($5,594) received a score of 1 times the number of students in the district. A district where the adjusted per-pupil-spending figure was below the national average received a score equal to its per-pupil amount, divided by the U.S. average, times the number of pupils in the district. The index is the sum of district scores divided by the total number of pupils in the state. If all districts' spending exceeded the U.S. average, the state would receive a perfect index of 100.

For the adequacy index, we used the following grading benchmarks: 100 is 100 points; 99 to 99.99 earned 92 points; 98 to 98.99 , 88 points; 96 to 97.99, 85 points; 94 to 95.99, 82 points; 92 to 93.99, 78 points; 90 to 91.99, 75 points; 88 to 89.99, 72 points; 85 to 87.99, 68 points; 82 to 84.99, 65 points; 80 to 81.99, 62 points; less than 80, 50 points.

Education Week calculated the percent of total taxable resources spent on education by dividing the combination of a state's state and local education revenues for 1999-2000 by its gross state product for 2000. We used 5 percent of state wealth as our benchmark for a perfect score, and divided each state's percentage of state wealth spent on education by the benchmark to calculate a percent grade.

Education Week calculated the average annual rate of change in expenditures per pupil by subtracting each state's inflation-adjusted PPE, beginning with 1990, from the following year's inflation-adjusted PPE (1991) and dividing the difference by the base year (1990). This was done for all years up to 2001, and the figures were averaged to produce an average rate of change from 1991 to 2001.

We gave 100 percent to states that had an average annual rate of change in per-pupil expenditures at or above inflation, and 50 percent to states that did not increase spending enough to keep up with inflation.

Equity: The *state equalization effort* was calculated using multiple regression. The dependent variable in the model was adjusted state revenue per pupil. The variable was adjusted to reflect geographic cost differences relative to each state. The figure was also indexed so that the state's average per-pupil figure was 1. The independent variables in the model include aggregate value of residential-property wealth per pupil, percent of students in poverty, percent of children in special education (i.e., those with individualized education plans), size of enrollment, and land area per pupil (all indexed to the state average). The coefficient for the first independent variable (i.e., the index of adjusted state revenue per pupil) from the regression serves as the "targeting score." It tells the extent to which states are targeting money to property-poor districts while controlling for the other independent variables previously mentioned. The state equalization effort = state share of funding x (1 - targeting score).

For the state equalization effort, we used the following grading benchmarks: 93 percent or greater is 100 points; 90 to 92 percent earned 92 points; 87 to 89.9 percent, 88 points; 83 to 86.9 percent, 85 points; 80 to 82.9 percent, 82 points; 76 to 79.9 percent, 78 points; 72 to 75.9 percent, 75 points; 68 to 71.9 percent, 72 points; 64 to 67.9 percent, 68 points; 60 to 63.9 percent, 65 points; 56 to 59.9 percent, 62 points; less than 56 percent, 50 points.

The *wealth-neutrality score* was also calculated using multiple regression. The dependent variable in the model was adjusted state and local revenue per pupil. The variable was adjusted to reflect both geographic cost differences relative to each state and student needs (i.e., poor students = 1.2, and special education students = 2.3). The figure was also indexed so that each state's average per- pupil figure was 1. The single independent variable in the model was aggregate value of residential-property wealth per pupil, also weighted to reflect cost differences and student needs and indexed to the state average. The coefficient for the independent variable (i.e., the index of adjusted state revenue per weighted pupil) from the regression serves as the wealth-neutrality score. It shows the extent to which total revenue (state and local) can be explained by property wealth. We used the following grading benchmarks: less than .020 is 100 points; .020 to .029 earned 92 points; .030 to .039, 88 points; .040 to .069, 85 points; .070 to .079, 82 points; .080 to .099, 78 points; .100 to .129, 75 points; .130 to .149, 72 points; .150 to .169, 68 points; .170 to .189, 65 points; .190 to .199, 62 points; .200 or greater, 50 points.

The *McLoone Index* was calculated by first computing the figure on median-level expenditure per pupil for each state (adjusted to reflect cost differences and student needs). Then, we computed the total number of dollars being spent on students whose per-pupil-expenditure figure was below the median. Next, we divided that figure by the total amount that would be spent if every pupil below the median had the median-level expenditure. We used the following grading benchmarks: 98 to 100 percent is 100 points; 97 to 97.99 percent earned 92 points; 96.5 to 96.99 percent, 88 points; 95 to 96.49 percent, 85 points; 94.5 to 94.99 percent, 82 points; 94 to 94.49 percent, 78 points; 93 to 93.99 percent, 75 points; 92.5 to 92.99 percent, 72 points; 92 to 92.49 percent, 68 points; 91 to 91.99 percent, 65 points; 90 to 90.99 percent, 62 points; less than 90 percent, 50 points.

The *coefficient of variation* was calculated by dividing the standard deviation of adjusted spending per pupil across all districts in a state (adjusted to reflect cost differences and student needs), by the state's average spending per pupil. We used the following grading benchmarks: 0 to 3.9 percent variation is 100 points; 4 to 4.9 percent variation earned 92 points; 5 to 5.9 percent variation, 88 points; 6 to 8.9 percent variation, 85 points; 9 to 9.9 percent variation, 82 points; 10 to 10.9 percent variation, 78 points; 11 to 13.9 percent variation, 75 points; 14 to 14.9 percent variation, 72 points; 15 to 15.9 percent variation, 68 points; 16 to 18.9 percent variation, 65 points; 19 to 19.9 percent variation, 62 points; 20 percent or greater variation, 50 points.

See detailed interpretations of our methodologies for adequacy and equity. See also a technical explanation of our school finance equity indicators. (The technical explanation requires Adobe's Acrobat Reader.)

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IMPROVING TEACHER QUALITY

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Percent of students in middle schools with 800 or fewer students: Ibid. Middle schools were defined as those with a lowest grade level of 4 to 7 and a highest grade level of 4 to 9.

Percent of students in high schools with 900 or fewer students: Ibid. High schools were defined as those with a lowest grade level of 7 to 12 and a highest grade level of 12.

State tracks condition of all school facilities: *Education Week* annual state policy survey, 2002.

State provides grants/debt service for capital outlay or construction: Ibid.

State funding dedicated to capital outlay or construction for FY 2003: Ibid.

RESOURCES: ADEQUACY

Education spending per student, adjusted for regional cost differences: U.S. Department of Education, National Center for Education Statistics, "Early Estimates of Public Elementary and Secondary Education Statistics: School Year 2001-02," April 2002. Figures were adjusted using the NCES Geographic Cost of Education Index.

Percent of students in districts with per-pupil expenditures at or above the U.S. average ($5,594) and adequacy index: *Education Week* calculated these figures using the following:
1) the U.S. Census Bureau's Public Elementary-Secondary Education Finance Data for 2000; 2) the NCES Common Core of Data Public Elementary and Secondary School Universe, 1999-2000; 3) the Geographic Variations in Public Schools' Costs, 1993-94; 4) the U.S. Census Bureau's Small-Area Income and Poverty Estimates, 1997.

Percent of total taxable resources spent on education: The state and local revenues are from the National Center for Education Statistics, "Revenues and Expenditures for Public Elementary and Secondary Education: School Year 1999-2000," May 2002. The gross-state-product figures are from the U.S.

Department of Commerce's Bureau of Economic Analysis.

Average annual rate of change in expenditures per pupil, adjusted for inflation (1991-2001): The PPEs for 1990-91 through 1997-98 are from the National Center for Education Statistics, "Digest of Education Statistics, 2001." The 1998-99 and 2000-01 PPEs are from the National Center for Education Statistics, "Early Estimates of Public Elementary and Secondary Education Statistics: School Year 2001-02," April 2002. The 1999-2000 PPEs are from the National Center for Education Statistics, "Revenues and Expenditures for Public Elementary and Secondary Education: School Year 1999-2000," May 2002. Expenditures were adjusted for inflation using the U.S. Department of Labor's Bureau of Labor Statistics Consumer Price Index.

Percent of students in districts with per-pupil expenditures at or above U.S. median ($5,385), $6,000, and $7,000: *Education Week* calculated these figures using the following:
1) the U.S. Census Bureau's Public Elementary-Secondary Education Finance Data for 2000; 2) the NCES Common Core of Data Public Elementary and Secondary School Universe, 1999-2000; 3) the Geographic Variations in Public Schools' Costs, 1993-94; 4) the U.S. Census Bureau's Small-Area Income and Poverty Estimates,1997.

Unadjusted education spending per student: U.S. Department of Education, National Center for Education Statistics, "Early Estimates of Public Elementary and Secondary Education Statistics: School Year 2001-02," April 2002.

Percent of annual education expenditures devoted to instruction: U.S. Department of Education, National Center for Education Statistics, "Revenues and Expenditures for Public Elementary and Secondary Education: School Year 1999-2000," May 2002.

Instructional dollars per student: Ibid.

Teachers as percentage of total staff: National Center for Education Statistics, "Public School Student, Staff, and Graduate Counts by State: School Year 2000-01," April 2002.

Percent of education expenditures devoted to teachers: American Federation of Teachers, "Survey and Analysis of Teacher Salary Trends 2001," 2002.

RESOURCES: EQUITY

State equalization effort: Unpublished *Education Week* tabulations using the following: 1) the U.S. Census Bureau's Public Elementary-Secondary Education Finance Data for 2000; 2) the NCES Common Core of Data Public Elementary and Secondary School Universe, 1999-2000; 3) the Geographic Variations in Public Schools' Costs, 1993-94 ; 4) the U.S. Census Bureau's Small-Area Income and Poverty Estimates, 1997; and 5) the School District Data Book 1990 Census School District Special Tabulation U.S. Summary (SDDB-01), developed by the MESA Group.

Wealth-neutrality score: Ibid.**McLoone Index:** Ibid.

Coefficient of variation: Ibid.

Restricted range: Ibid.

Restricted-range ratio: Ibid.

Average state funding per pupil: Ibid.

Average state and local funding per pupil: Ibid.

Implicit foundation level: Ibid.

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Please give us your feedback on *Quality Counts 2003* by taking this short survey.

January 9, 2003

Off Target

By Susan E. Ansell & Melissa McCabe

Students in high-poverty, high-minority, and low-performing schools are less likely than other pupils to be taught by teachers trained in their subjects, and few states and districts have designed specific policy strategies to close the gap.

- **Introduction: Off Target**

TABLES
- **Teacher Qualifications**
- **Working Conditions**
- **State Efforts to Recruit and Retain**
- **State Alternative-Route Programs**
- **State Support for New Teachers**
- **District Policies to Recruit And Retain**
- **District Alternative-Route Programs**

The tables that follow include the results of a special analysis of the U.S. Department of Education's 1999-2000 Schools and Staffing Survey, or SASS, conducted for *Education Week* by Richard M. Ingersoll, an associate professor of education and sociology at the University of Pennsylvania. The data include state-by-state breakdowns of students' access to well-qualified teachers in high- and low-poverty and high- and low-minority schools.

Education Week conducted its own analysis of differences in teacher perceptions of working conditions in those types of schools.

Our analysis shows that few states or districts try to match well-qualified teachers with high-need schools

The following pages also include the results of *Education Week*'s survey of the 50 states and the District of Columbia regarding policies aimed at retaining high-caliber teachers and closing the teacher gap through incentives, mentoring and support programs, and structured alternative routes into the profession.

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In addition, *Education Week* conducted a survey of 30 large school districts to examine local policies for ensuring that all students have competent teachers.

The Teacher Gap

What constitutes a "highly qualified" teacher is at the center of a long-running and unresolved debate—one that is likely to intensify as a result of the federal requirements imposed by the "No Child Left Behind" Act of 2001. But there is general agreement that teachers' subject-matter knowledge and experience positively influence student achievement.

Education Week's analysis examined SASS measures that include whether teachers at least minored, if not majored, in the particular core subjects they teach, whether they are certified in the subjects they teach, and whether they are new to the profession. The results show that, by various measures, students in high-poverty and high-minority schools get the short end of the stick.

In low-poverty secondary schools (those where 15 percent or fewer students are eligible for subsidized meals), 18 percent of students are taught by at least one teacher in a core subject area who lacks even a minor in the subject. But in high-poverty secondary schools (where at least half the students qualify for free or reduced-price lunches), 32 percent of students are taught by at least one core-subject teacher without at least a minor in the subject.

Seventeen percent of all secondary-level students in the United States are taught by at least one teacher in a core academic subject who lacks certification in the subject, compared with 15 percent in low-minority schools (those where 15 percent or fewer students are nonwhite) and 23 percent in high-minority schools (where half or more of students are nonwhite).

The gap is even worse based on a higher bar: the number of teachers who both majored in and obtained certification in the subjects they teach. While about a third of secondary-level students in low-poverty or low-minority schools are taught by at least one teacher who does not have both a major and certification in his or her subject area, that's true for 44 percent of secondary-level students in high-minority schools and 49 percent of secondary-level students in high-poverty schools.

The disparities often are more glaring in individual states. In North Carolina, for example, the percent of secondary students in high-minority schools taught by at least one teacher without certification in his or her subject is double the statewide figure. In Florida, 26 percent of teachers in high-poverty secondary schools have less than three years of experience, compared with 11 percent of secondary teachers statewide.

Teacher perceptions of working conditions in high- and low-poverty schools may contribute to those gaps. *Education Week*'s own analysis of SASS shows that, on some key indicators, teachers in high-need schools rate their working conditions lower than do teachers in other schools. For example, 37 percent of teachers in low-poverty schools report that student disrespect for teachers is a "moderate" or "serious" problem, compared with 56 percent of teachers in high- poverty schools. While 36 percent of teachers in low-poverty schools complain of a lack of parent involvement, more than twice that proportion, 75 percent, consider it a problem in high-poverty schools.

The Policy Gap

Despite evidence that a significant teacher-quality gap exists, most states do not track and inform the public about the distribution of qualified teachers across different types of schools.

Education Week found that only 22 states require school and district report cards to include at least one of the following numbers: fully certified teachers, new teachers, teachers with emergency licenses, and out-of- field teachers. Only 13 of 30 districts surveyed disseminate report cards that include data on teacher qualifications. Only four states—Louisiana, New York, Texas, and Wyoming—and two of 30 districts surveyed—Charlotte-Mecklenburg, N.C. and Oakland, Calif.—break down such data to determine what types of schools consistently experience shortages of skilled teachers.

Teachers' perceptions about working conditions in impoverished schools may contribute to the 'teacher gap.'

One significant problem is the "misassignment" of otherwise qualified teachers to classes outside their subject-area training. *Education Week* found that 11 states have set policies limiting such out-of-field teaching. Kentucky alone has an outright policy ban on the practice.

While many states and districts have launched efforts to attract and retain skilled teachers, few of those initiatives focus on matching well-qualified teachers with high-need schools. In the tables that follow, "high-need schools" are defined as high-poverty, high-minority, or low-performing schools. The term does not reflect workforce needs related to geographic or subject-area shortages.

Twenty-four states offer education assistance, such as college loans and scholarships, to entice candidates to the profession. But just seven target such assistance toward teachers willing to teach at high-poverty, high-minority, or low-performing sites. Ten of the 30 districts surveyed offer education assistance, most often tuition reimbursements. Only Charlotte-Mecklenburg and New York City target such assistance to teachers in high-need schools.

Several states and districts use bonuses to help attract and keep teachers. Five states offer signing bonuses as a recruitment tool, but only two target teachers willing to serve in high-need schools. Of the 10 districts that offer signing bonuses to new teachers, only three focus on recruiting candidates to high-need sites.

Thirty-four states and the District of Columbia offer retention bonuses to skilled or veteran teachers, primarily those who earn certification from the National Board for Professional Teaching Standards. But only five of them focus the bonuses on keeping teachers in high-need schools. California and New York target the retention bonuses to board-certified teachers who agree to work in low-performing schools. Twenty out of 30 districts offer retention bonuses for veteran teachers, but just seven of those efforts are targeted.

Nine of the 30 districts surveyed also use salary-based incentives, such as hikes on the pay scale, to attract teachers. Of those districts, three—Baltimore, Charlotte-Mecklenburg, and New York City—provide salary-based incentives specifically to teachers willing to assume the challenges of high-need schools.

Alternative Routes and Support

Concerns about the supply of teachers, combined with skepticism about the effectiveness of traditional teacher education, have led to a proliferation of alternative-route programs. According to the National Center for Education Information, a private research group based in Washington, all but six states have some type of alternative-route program in place. While some of those routes are little more than renewable emergency certificates, others are more comprehensive and structured. *Education Week* focused only on structured programs that include both a preservice and mentoring component. Our 50-state survey found that 24 states and the District of Columbia have established or regulate alternative routes that provide candidates both with training before they enter the classroom and support from a mentor as they teach.

Still, the level of support and training candidates receive through alternative routes varies widely. The survey found preservice training in alternative routes ranges from two-week orientations to a full year of training. Only 12 states and the District of Columbia require that a portion of the training includes actual classroom experience.

States also vary in the criteria candidates must meet before enrolling in such programs. While all 24 states, and the District of Columbia, whose programs and policies we reviewed require a bachelor's degree for candidates to be admitted into the alternate-route program, 18 require candidates to pass an entrance test, and of those, 10 require candidates to pass a subject-knowledge test for admission.

Of the 24 states and the District of Columbia that have structured alternative-route programs, 11 aim to place teachers in subjects with shortages. Only Massachusetts, Missouri, and Texas have designed alternative routes specifically to place teachers in high-need schools. Although 20 of the 30 districts surveyed have devised alternative routes, only six specifically aim to attract teachers to high-need schools.

The survey also examined what states and districts are doing to keep new teachers in the profession.

Education Week found that 16 states require and finance induction programs for all beginning teachers. Of those states, five require at least two school years of mentoring. Five states require that mentors and teachers meet for specific amounts of time, and seven compensate mentors for their efforts.

Though Maryland does not provide mentors for all new teachers, it allots mentors to schools based on the number of students who qualify for free or reduced-price lunches, the ability to meet state standards, and levels of teacher experience.

Of the 30 districts surveyed, 27 have induction programs that provide mentors for all new teachers.

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Teacher Qualifications

	Percent of secondary-level students taught by a teacher without a MAJOR OR MINOR in the subject (2000)					Percent of secondary-level students taught by a teacher without CERTIFICATION in the subject (2000)				
	Statewide	Low-poverty schools	High-poverty schools	Low-minority schools	High-minority schools	Statewide	Low-poverty schools	High-poverty schools	Low-minority schools	High-minority schools
Alabama	20	7	22	17	23	14	10	24	13	21
Alaska	24	15	31	17	36	21	14	34	18	34
Arizona	33	23	45	37	38	21	9	27	18	27
Arkansas	17	16	26	18	17	11	10	15	8	19
California	25	22	26	24	25	27	18	34	33	29
Colorado	18	11	31	15	31	25	17	39	28	41
Connecticut	26	21	33	25	34	17	17	15	19	10
Delaware	34	—[1]	—[1]	—[1]	—[1]	26	—[1]	—[1]	—[1]	—[1]
District of Columbia	10	—[1]	—[1]	—[1]	11	31	—[1]	—[1]	—[1]	26
Florida	24	14	39	17	25	21	6	40	8	22
Georgia	27	25	43	27	42	16	16	26	14	21
Hawaii	25	—[1]	32	—[1]	27	22	—[1]	19	—[1]	21
Idaho	23	9	47	21	—[1]	10	9	16	9	—[1]
Illinois	22	13	50	15	40	14	9	24	12	26
Indiana	12	12	—[1]	13	—[1]	9	7	—[1]	10	—[1]
Iowa	13	11	—[1]	12	—[1]	12	18	—[1]	13	—[1]
Kansas	19	20	17	21	—[1]	12	9	14	11	—[1]
Kentucky	31	—[1]	51	33	—[1]	17	—[1]	26	17	—[1]
Louisiana	40	40	52	37	39	26	23	36	28	31
Maine	30	21	—[1]	31	—[1]	15	13	—[1]	15	—[1]
Maryland	19	11	—[1]	30	31	18	15	—[1]	20	17
Massachusetts	19	13	—[1]	14	36	12	10	—[1]	11	24
Michigan	18	14	23	17	24	21	22	19	21	21
Minnesota	6	2	6	6	—[1]	8	6	8	7	—[1]
Mississippi	29	—[1]	31	33	27	17	—[1]	18	25	14
Missouri	24	13	37	24	38	16	12	19	17	30
Montana	21	11	36	20	—[1]	12	12	14	12	—[1]
Nebraska	14	14	16	18	—[1]	11	5	13	13	—[1]
Nevada	29	28	—[1]	—[1]	—[1]	11	7	—[1]	—[1]	—[1]
New Hampshire	22	12	—[1]	23	—[1]	22	23	—[1]	24	—[1]
New Jersey	12	15	—[1]	15	13	13	8	—[1]	11	26
New Mexico	31	22	34	—[1]	33	22	15	29	—[1]	25
New York	17	19	15	14	18	22	17	34	20	27
North Carolina	17	14	30	10	18	17	10	31	10	34
North Dakota	15	13	30	12	—[1]	8	9	10	7	—[1]
Ohio	32	26	38	31	—[1]	18	14	28	16	—[1]
Oklahoma	24	24	27	24	25	12	18	12	13	16
Oregon	25	16	51	27	—[1]	16	9	25	17	—[1]
Pennsylvania	22	14	35	18	17	17	10	28	13	17
Rhode Island	17	16	—[1]	11	—[1]	9	6	—[1]	7	—[1]
South Carolina	23	16	13	19	25	11	8	10	10	13
South Dakota	21	9	35	18	27	8	4	10	7	7
Tennessee	35	31	38	38	39	14	9	18	14	18
Texas	25	23	29	27	25	17	13	19	10	17
Utah	17	7	51	16	—[1]	14	13	17	14	—[1]
Vermont	25	33	—[1]	23	—[1]	5	6	—[1]	5	—[1]
Virginia	25	29	31	21	24	15	12	22	19	16
Washington	25	17	32	25	31	15	8	25	17	22
West Virginia	29	—[1]	27	28	—[1]	11	—[1]	4	9	—[1]
Wisconsin	12	10	—[1]	10	—[1]	7	5	—[1]	6	—[1]
Wyoming	18	24	—[1]	18	—[1]	8	8	—[1]	8	—[1]
U.S.	22	18	32	20	26	17	13	26	15	23

NOTE: Secondary-level students refers to students in grades 7-12. Standard errors for these estimates are available at www.edweek.org/sreports/QC03/.

[1] Sample size was too small for a reliable estimate (fewer than 30 responses).

Percent of secondary-level students taught by a teacher without BOTH a major AND certification in the subject (2000)					Percent of secondary-level teachers with less than three years of teaching experience (2000)					
Statewide	Low-poverty schools	High-poverty schools	Low-minority schools	High-minority schools	Statewide	Low-poverty schools	High-poverty schools	Low-minority schools	High-minority schools	
34	15	41	26	40	13	18	15	8	18	Alabama
33	23	55	23	50	12	13	14	5	23	Alaska
45	32	58	42	55	18	13	24	22	20	Arizona
36	38	49	40	32	10	7	8	10	6	Arkansas
43	37	49	46	45	13	11	13	21	15	California
37	30	56	36	53	13	13	6	15	17	Colorado
37	32	51	36	44	10	10	11	11	9	Connecticut
46	—[1]	—[1]	—[1]	—[1]	9	—[1]	—[1]	—[1]	—[1]	Delaware
35	—[1]	—[1]	—[1]	31	14	—[1]	15	—[1]	14	District of Columbia
33	24	55	18	38	11	3	26	2	19	Florida
34	38	47	34	47	12	15	5	15	6	Georgia
36	—[1]	42	—[1]	36	14	—[1]	9	—	13	Hawaii
37	25	67	33	—[1]	11	9	16	9	—[1]	Idaho
34	22	57	27	55	12	12	6	11	11	Illinois
25	27	—[1]	28	—[1]	9	8	—[1]	8	—[1]	Indiana
27	34	—	28	—[1]	8	8	6	8	—[1]	Iowa
35	31	27	39	—[1]	10	13	3	10	—[1]	Kansas
44	—	60	45	—[1]	10	0	8	11	—[1]	Kentucky
56	57	68	50	58	10	12	13	4	10	Louisiana
45	30	—	45	—[1]	11	17	7	12	—[1]	Maine
30	27	—[1]	36	41	10	10	—[1]	13	13	Maryland
30	26	—[1]	26	55	9	8	13	8	17	Massachusetts
42	35	55	42	49	13	10	6	13	11	Michigan
13	12	9	12	—[1]	11	8	16	9	29	Minnesota
41	—[1]	45	40	40	9	12	9	3	11	Mississippi
38	26	54	40	62	16	12	16	18	12	Missouri
35	23	46	34	—[1]	8	5	8	8	7	Montana
25	17	38	28	—[1]	10	5	11	9	—[1]	Nebraska
42	35	—[1]	—[1]	—[1]	14	18	—[1]	—[1]	—[1]	Nevada
39	32	—[1]	43	—[1]	13	12	—[1]	13	—[1]	New Hampshire
21	19	—[1]	22	36	9	8	18	8	12	New Jersey
52	43	55	—[1]	51	10	1	13	—[1]	10	New Mexico
33	34	38	30	36	11	10	10	13	6	New York
29	20	50	16	44	13	10	19	10	22	North Carolina
30	34	42	29	—[1]	7	5	10	6	—[1]	North Dakota
44	36	45	42	—[1]	10	10	14	10	6	Ohio
42	47	48	40	44	8	12	11	6	15	Oklahoma
40	25	60	43	—[1]	10	13	6	10	—[1]	Oregon
31	23	39	29	20	6	8	3	8	2	Pennsylvania
23	21	—	18	—[1]	9	11	—[1]	10	6	Rhode Island
33	24	26	24	40	12	13	15	9	16	South Carolina
35	17	46	33	38	9	8	10	9	6	South Dakota
45	45	45	48	56	10	11	10	9	19	Tennessee
49	44	52	49	47	12	9	11	8	10	Texas
36	26	58	35	—[1]	12	11	12	10	—[1]	Utah
36	39	—[1]	35	—[1]	12	10	—[1]	11	—[1]	Vermont
38	38	46	35	36	9	8	11	7	14	Virginia
40	25	54	40	47	10	11	8	8	8	Washington
36	—[1]	31	35	—[1]	5	6	2	4	—[1]	West Virginia
22	15	—[1]	20	—[1]	10	12	14	10	—[1]	Wisconsin
30	39	—[1]	31	—[1]	10	8	—[1]	10	—[1]	Wyoming
37	30	49	33	44	11	10	12	10	12	U.S.

Working Conditions

	Percent of teachers reporting that student disrespect for teachers is a moderate or serious problem (2000)			Percent of teachers reporting that students coming to school unprepared to learn is a moderate or serious problem (2000)			Percent of teachers reporting that lack of parent involvement is a moderate or serious problem (2000)			Percent of teachers agreeing that necessary materials such as textbooks, supplies, and copy machines are available as needed (2000)		
	Statewide	Low-poverty schools	High-poverty schools	Statewide	Low-poverty schools	High-poverty schools	Statewide	Low-poverty schools	High-poverty schools	Statewide	Low-poverty schools	High-poverty schools
Alabama	50	34	56	63	36	75	60	31	76	79	87	76
Alaska	42	40	46	70	52	79	67	45	82	70	84	68
Arizona	46	44	51	69	50	82	61	42	75	74	81	66
Arkansas	48	40	54	70	59	75	64	50	72	82	91	75
California	38	32	41	66	42	81	62	36	76	68	71	68
Colorado	42	36	54	62	40	84	55	35	79	77	82	66
Connecticut	46	38	65	53	36	88	45	30	79	72	72	56
Delaware	60	—[1]	49	80	—[1]	87	73	—[1]	72	72	—[1]	59
District of Columbia	61	—[1]	69	75	—[1]	83	72	—[1]	79	52	—[1]	54
Florida	54	40	69	70	48	82	64	33	79	68	76	62
Georgia	54	38	64	69	47	84	63	36	79	76	77	74
Hawaii	47	43	44	71	42	80	64	40	78	68	72	63
Idaho	40	44	39	71	61	78	61	50	69	80	78	81
Illinois	42	28	58	56	33	81	52	28	75	77	88	59
Indiana	44	40	59	60	48	86	56	47	83	84	84	63
Iowa	45	34	54	61	41	68	50	32	65	83	82	84
Kansas	41	31	54	55	42	78	46	25	69	85	88	81
Kentucky	55	68	58	70	71	78	65	57	74	82	85	84
Louisiana	56	47	66	74	50	81	68	54	76	74	89	72
Maine	36	29	41	57	38	72	43	28	56	82	84	86
Maryland	53	46	65	69	50	90	60	37	85	67	75	55
Massachusetts	41	37	44	58	46	82	49	36	68	69	72	64
Michigan	39	40	53	61	47	81	53	37	82	76	83	56
Minnesota	44	33	62	57	37	85	48	28	72	79	83	71
Mississippi	55	42	62	75	66	81	71	60	77	80	90	76
Missouri	50	34	61	68	48	80	57	36	75	77	74	69
Montana	43	43	51	58	50	74	49	44	66	82	87	80
Nebraska	46	47	58	58	52	72	49	41	65	84	87	73
Nevada	43	23	56	68	40	89	64	34	81	70	77	52
New Hampshire	39	35	60	57	49	91	46	37	76	73	76	70
New Jersey	41	30	80	46	29	88	43	23	89	74	81	61
New Mexico	46	48	44	77	78	76	70	67	71	68	63	65
New York	49	34	63	66	49	81	61	41	75	69	78	58
North Carolina	54	35	61	73	47	85	63	35	76	76	80	66
North Dakota	36	27	40	48	42	58	44	29	52	86	83	89
Ohio	49	42	70	67	53	84	61	51	83	75	79	60
Oklahoma	47	51	47	64	52	67	58	38	68	82	81	81
Oregon	34	28	38	69	57	85	59	46	74	68	70	70
Pennsylvania	41	41	62	58	47	77	47	40	66	78	85	56
Rhode Island	43	38	52	68	52	95	56	42	82	59	60	60
South Carolina	51	32	58	67	39	78	62	36	79	78	87	72
South Dakota	41	41	46	59	45	78	54	45	66	85	83	80
Tennessee	50	43	49	66	53	76	60	47	69	74	79	68
Texas	48	43	53	66	50	77	58	34	72	77	82	74
Utah	48	38	50	63	47	80	53	27	73	66	78	59
Vermont	40	35	65	61	51	80	48	41	63	83	81	80
Virginia	49	49	53	64	52	76	58	43	76	75	79	67
Washington	37	31	41	67	51	87	57	35	82	79	79	81
West Virginia	41	33	38	64	46	72	53	36	61	80	83	78
Wisconsin	41	31	58	57	42	77	47	34	77	86	87	89
Wyoming	34	40	35	63	64	74	50	46	69	84	85	88
U.S.	46	37	56	64	45	80	57	36	75	76	80	68

[1] Sample size was too small for a reliable estimate (fewer than 30 responses).

State Efforts to Recruit and Retain Qualified Teachers

	State requires that school or district report cards include information on the number and/or percent of:				State publicly reports disaggregated teacher qualifications	State has a ban or a cap on the number of out-of-field teachers	State has a ban or a cap on the number of teachers with emergency licenses[4]	State finances incentives to recruit and/or retain teachers:		
								Education assistance		
	fully licensed/ certified teachers	new teachers	teachers with emergency licenses[2]	out-of-field teachers				(loans, scholarships, waiving licensing fees)	targeted toward subject-area shortages	targeted toward high-need schools[5]
Alabama				✓				✓	✓	✓
Alaska										
Arizona		✓								
Arkansas	✓									
California	✓		✓	✓		✓		✓	✓	✓
Colorado				✓						
Connecticut	✓				2003			✓		
Delaware		✓						✓		
District of Columbia										
Florida				✓				✓	✓	
Georgia		✓								
Hawaii										
Idaho	✓		✓	✓		✓				
Illinois								✓	✓	✓
Indiana	✓[1]									
Iowa								✓	✓	
Kansas										
Kentucky	✓			✓		✓		✓	✓	
Louisiana	✓				✓	✓		✓		
Maine										
Maryland								✓	✓	
Massachusetts								✓	✓	
Michigan										
Minnesota								✓		✓
Mississippi			✓			✓		✓	✓	
Missouri						✓		✓	✓	
Montana						✓				
Nebraska						✓[3]				
Nevada		✓		✓						
New Hampshire								✓	✓	
New Jersey										
New Mexico										
New York	✓				✓		✓[4]	✓	✓	
North Carolina	✓	✓						✓	✓	✓
North Dakota								✓	✓	
Ohio	✓									
Oklahoma						✓		✓	✓	
Oregon				✓						
Pennsylvania										
Rhode Island										
South Carolina				✓		✓[3]		✓	✓	✓
South Dakota	✓									
Tennessee			✓	✓				✓		
Texas		✓	✓		✓			✓	✓	✓
Utah								✓		
Vermont										
Virginia								✓	✓	
Washington										
West Virginia										
Wisconsin										
Wyoming					✓	✓				

[illegible]

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[1] Indiana's online school report cards include a link to licensure information and assigned classes for each teacher in the school. State does not count in U.S. total. [2] Includes provisional licenses and waivers. [3] While Nebraska sets a limit on the number of out-of-field teachers, this limit is high (20 percent of the teaching staff per secondary school). South Carolina sets a limit on out-of-field instructional time instead of the number of out-of-field teachers. [4] New York bans the hiring of uncertified or temporarily licensed teachers in failing schools only. By September 2003 this ban will be statewide. [5] "High-need schools" refers to high-poverty, high-minority, or low-performing schools. This term does not refer to subject-area shortages or geographic-area shortages.

State finances incentives to recruit and/or retain teachers:

Housing assistance			Signing bonuses for new teachers			Retention bonuses for highly qualified or veteran teachers			
(home loans, low-interest mortgages, tax credits)	targeted toward subject-area shortages	targeted toward high-need schools[3]		targeted toward subject-area shortages	targeted toward high-need schools[2]	(includes bonuses for National Board certification)	targeted toward subject-area shortages	targeted toward high-need schools[3]	
						✓			Alabama
									Alaska
									Arizona
						✓			Arkansas
✓		✓	✓		✓	✓		✓	California
									Colorado
✓	✓	✓							Connecticut
						✓			Delaware
						✓			District of Columbia
✓						✓			Florida
						✓			Georgia
✓	✓					✓	✓		Hawaii
						✓			Idaho
						✓			Illinois
									Indiana
						✓			Iowa
						✓			Kansas
						✓			Kentucky
						✓			Louisiana
									Maine
✓		✓	✓			✓		✓	Maryland
			✓	✓	✓	✓			Massachusetts
									Michigan
									Minnesota
✓	✓					✓			Mississippi
						✓			Missouri
						✓			Montana
									Nebraska
			✓			✓			Nevada
									New Hampshire
									New Jersey
									New Mexico
			✓	✓		✓		✓	New York
pilot						✓	✓	✓	North Carolina
						✓			North Dakota
						✓			Ohio
						✓			Oklahoma
									Oregon
									Pennsylvania
									Rhode Island
						✓			South Carolina
						✓			South Dakota
									Tennessee
						✓	✓	✓	Texas
						✓	✓		Utah
						✓			Vermont
						✓			Virginia
						✓			Washington
						✓			West Virginia
						✓			Wisconsin
						✓			Wyoming
6	3	3	5	2	2	35	4	5	U.S.

State Alternative-Route Programs

			State finances and/or regulates alternative-route program with preservice and mentoring component:[6]						
				Alternative route is designed to recruit teachers into:		Entrance requirements include:			
	Number of teachers hired through Teach For America (2002-03)	Number of teachers hired through Troops to Teachers (2001-02)	Name of state alternative-route program[6]	subject-area shortages	high-need schools[5]	passage of teacher-licensing exam	minimum GPA	work experience and/or subject-area coursework	Number of participants (2001-02)
Alabama		100							
Alaska		16							
Arizona	118	141							
Arkansas	54	32	Non-Traditional Licensure Program			✓			325
California	466	319	Internship Programs[7]			✓		✓[8]	7,098
Colorado		187							
Connecticut		12	Alternate Route to Teacher Certification	✓		✓	✓	✓	378
Delaware		6	Delaware Alternative Routes to Certification Program	✓		✓		✓	44
District of Columbia	133	13	D.C. Teaching Fellows	✓					100
Florida		360	Alternative Certification Program					✓[8]	180
Georgia	196	217	Georgia Teacher Alternative Preparation Program			✓	✓		756
Hawaii		4							
Idaho		20	Alternate Route Teacher Trainee Program				✓	✓	13[9]
Illinois	121	104	Alternative Teacher Certification Programs			✓		✓	380[9]
Indiana		20	Transition to Teaching				✓		378[9]
Iowa		2							
Kansas		23							
Kentucky		99	Kentucky Primary Alternative Certification Program			✓	✓	✓	15
Louisiana	227	94	Practitioner Teacher Program	✓		✓	✓		348
Maine		26							
Maryland	161	79	Resident Teacher Certification Program			✓	✓		348
Massachusetts		32	Massachusetts Institute for New Teachers	✓	✓	✓	✓		200
Michigan	41	40							
Minnesota		10							
Mississippi	69	51	Mississippi Alternate Path to Quality Teachers			✓	✓		67[9]
Missouri	49	65	New Teacher Institute	✓	✓		✓		30[9]
Montana		17							
Nebraska		9							
Nevada		37							
New Hampshire		29	Site-Based Certification			✓	✓	✓	244[10]
New Jersey	79	54							
New Mexico	54	40							
New York	277	52	Alternative Teacher Certification Program				✓	✓	2,000[10]
North Carolina	106	276	NC TEACH				✓	✓	168
North Dakota		3							
Ohio		128							
Oklahoma		97							
Oregon		22							
Pennsylvania		45	Pennsylvania Alternative Certification Program			✓	✓		n/a
Rhode Island		10							
South Carolina		209	Program of Alternative Certification for Educators	✓		✓			648
South Dakota		6							
Tennessee		123							
Texas	320	674	Alternative Teacher Certification	✓	✓	✓			3,969
Utah		17							
Vermont		4							
Virginia		401	Career Switcher Alternative Route to Licensure Program	✓		✓		✓	100
Washington		120	Mid-career Professional Route	✓		✓		✓	62
West Virginia		4							
Wisconsin		48	Wisconsin Alternative Program for Teaching (pilot)	✓		✓			60[9]
Wyoming		2							
U.S.	2,471	4,499	25	11	3	18	14	12	—

[6] The following is not an exhaustive list of state alternative-route programs. Rather, this table features "structured" programs that include both a preservice-training component and a mentoring component. [7] California regulates both University Internship Programs and District Internship Programs. The table outlines the requirements for the District Intern Programs except for the participant column, which includes numbers from both routes. [8] California and Florida allow subject-area knowledge to be demonstrated on a test or through coursework. [9] The participant number is for 2002-03. [10] New Hampshire's participant number is a combination of two alternative routes: the Site-Based Certification route and the Individualized Professional Development route. New York's participant number is for New York City alone; the state was unable to provide a statewide total.

State finances and/or regulates alternative-route program with preservice and mentoring component:								
Support provided to participants prior to becoming teachers of record:		Alternative route has a specifically designed mentoring component	Duration of mentoring required by state (years)	Amount of time state requires mentors and their assigned teachers to meet	State requires mentors and teachers to be matched by school, subject, and/or grade level	State requires release time for mentors	State requires mentors to be compensated for their work[13]	
length of training	classroom training required							
								Alabama
								Alaska
								Arizona
2 weeks		✓	2	1 hour/week	✓	✓	✓	Arkansas
120 hours		✓	3		✓			California
								Colorado
8 weeks	✓	✓	2	1 meeting/week		✓	✓	Connecticut
120 hours	✓	✓	3	9 meetings			✓	Delaware
8 weeks	✓	✓	1	5 meetings/month			✓	District of Columbia
✓[11]		✓						Florida
140 hours	✓	✓	2	1 hour/week				Georgia
								Hawaii
9 credits & 30 hours		✓	2					Idaho
✓[11]	✓	✓	1					Illinois
18 credit hours	✓		1		✓		✓	Indiana
								Iowa
								Kansas
8 weeks	✓	✓	2	23 meetings/year 1 70 hours/year 2	✓	✓	✓	Kentucky
9 credit hours	✓		2					Louisiana
								Maine
135 hours			1	40 minutes/week				Maryland
5-7 weeks	✓	✓	1			✓		Massachusetts
								Michigan
								Minnesota
2-3 weeks	✓		1	90 hours/year				Mississippi
2 weeks		✓	1	1 meeting/month	✓		✓	Missouri
								Montana
								Nebraska
								Nevada
✓[11]		✓	1		✓			New Hampshire
								New Jersey
								New Mexico
200 hours	✓	✓	1	1 meeting/month				New York
5 weeks		✓	3 years & 5 weeks				✓[14]	North Carolina
								North Dakota
								Ohio
								Oklahoma
								Oregon
2 weeks			1					Pennsylvania
								Rhode Island
2 weeks		✓	1					South Carolina
								South Dakota
								Tennessee
✓[11]		✓	1		✓	✓		Texas
								Utah
								Vermont
160 hours	✓		1		✓			Virginia
✓[11]	✓[12]	✓	1	1 semester[12]	✓		✓	Washington
								West Virginia
8 weeks		✓	2				✓	Wisconsin
								Wyoming
—	13	19	—	—	9	5	10	U.S.

[11] State's alternative-route program requires preservice training but does not stipulate length. [12] Participants in Washington's Mid-career Professional Route are required to teach in the same classrooms as their mentor teachers for at least a semester. [13] Louisiana provides funding that local education agencies may use for compensation. However, the state doesn't require compensation. [14] North Carolina requires mentors for three years; however, mentors are paid only for the first 10 months of service.

State Support for New Teachers

	State has an induction program for new teachers	State requires AND finances induction for all new teachers	Duration of mentoring required by state (years)	Amount of time state requires mentors and their assigned teachers to meet	State requires mentors and teachers to be matched by school, subject, and/or grade level	State requires release time for mentors	State requires mentors to be compensated for their work[16]
Alabama							
Alaska							
Arizona							
Arkansas	✓	✓	1	1 hour/week	✓	✓	✓
California	✓	✓	2		✓		
Colorado	✓		1				
Connecticut	✓	✓	1	1 meeting/week		✓	✓
Delaware	✓	✓	3				✓
District of Columbia	✓		1	1 meeting/week			✓
Florida							
Georgia							
Hawaii							
Idaho	✓	✓	1				
Illinois							
Indiana	✓	✓	1		✓		✓
Iowa	✓	✓	2			✓	✓
Kansas							
Kentucky	✓	✓	1	70 hours/year	✓	✓	✓
Louisiana	✓	✓	2				
Maine	✓		2	6 meetings/year			
Maryland	✓[15]		1	40 minutes/week			
Massachusetts	✓	✓	1			✓	
Michigan	✓		3		✓		
Minnesota	✓						
Mississippi	✓		1	20 hours/year			
Missouri	✓		1				
Montana							
Nebraska							
Nevada							
New Hampshire							
New Jersey							
New Mexico	✓	✓	1				
New York							
North Carolina	✓	✓	3				✓[illegible]
North Dakota							
Ohio	✓	2004	1				
Oklahoma	✓	✓	1	72 hours/year	✓		
Oregon							
Pennsylvania	✓		1				
Rhode Island							
South Carolina	✓	✓	1				
South Dakota							
Tennessee							
Texas	✓		1				
Utah	2003						
Vermont	✓		2				
Virginia	✓	✓	1		✓		
Washington	✓					✓	✓
West Virginia	✓	✓	1	1 hour/week	✓	✓	
Wisconsin	✓						
Wyoming							
U.S.	30	16	–	–	8	7	9

[15] Maryland's induction program is provided for high-need schools as determined by teacher experience levels, school status in meeting state standards, and percent of students receiving free or reduced-price lunch. [16] Both Louisiana and New Mexico provide funding that local education agencies may use for compensation. However, the states do not require compensation.

District Policies to Recruit and Retain Qualified Teachers

School District	REPORTING					RECRUITMENT AND RETENTION							
	District publishes school report cards that include information on the number and/or percent of:					District finances incentives to recruit and/or retain teachers:							
	fully licensed/certified teachers	new teachers	teachers with emergency licenses[1]	out-of-field teachers	District publicly reports disaggregated teacher qualifications	Education assistance (tuition reimbursement, scholarships)	targeted toward high-need schools[2]	Housing assistance (home loans, relocation expenses)	targeted toward high-need schools	Signing bonuses for new teachers	for subject-area shortages	targeted toward high-need schools[2]	Retention bonuses for highly qualified or veteran teachers
Atlanta	No	Yes	No	No	No	No	No	No	No	Yes	Yes	Yes	No
Baltimore	No	No	No	No	No	Yes	No	Yes	No	No	No	No	Yes
Boston	No	No	No	No	No	Yes	No	No	No	No	No	No	No
Charlotte-Mecklenburg, N.C.	Yes	Yes	No	No	Yes	Yes	Yes	No	No	Yes	Yes	No	Yes
Chicago	No	No	No	No	No	No	No	No	No	No	No	No	Yes
Clark County, Nev. (Las Vegas)	No	Yes	No	Yes	No	No	No	No	No	No	No	No	No
Cleveland	Yes	No	No	No	No	No	No	No	No	No	No	No	No
Dallas	No	Yes	Yes	No	No	No	No	No	No	Yes	Yes	No	Yes[4]
Fairfax, Va.	No	No	No	No	No	Yes	No	Yes	No	Yes	Yes	No	Yes
Hartford, Conn.	Yes	No	No	No	No	Yes	No	No	No	Yes	Yes	No	Yes
Jefferson County, Ky. (Louisville)	Yes	No	No	Yes	No	No	No	Yes	No	No	No	No	No
Kansas City, Kan.	No	No	No	No	No	Yes	No	Yes	No	Yes	Yes	No	Yes
Long Beach, Calif.	Yes	No	Yes	Yes	No	No	No	No	No	No	No	No	Yes
Memphis, Tenn.	No	No	Yes	Yes	No	No	No	Yes	Yes	No	No	No	Yes
Miami-Dade County, Fla.	No	Yes	No	No	No	Yes	No	No	No	Yes	Yes	No	Yes
Milwaukee	No	No	No	No	No	No	No	No	No	No	No	No	No
Minneapolis	No	No	No	No	No	No	No	No	No	No	No	No	Yes
Mobile, Ala.	No	No	No	No	No	No	No	No	No	No	No	No	No
Montgomery County, Md.	No	No	No	No	No	Yes	No	No	No	No	No	No	Yes
New York City	Yes	No	No	No	No	Yes	Yes	No	No	No	No	No	Yes
Oakland, Calif.	Yes	Yes	Yes	No	Yes	No	No	Yes	Yes	Yes	No	Yes	Yes[6]
Palm Beach County, Fla.	No	No	No	No	No	No	No	Yes[5]	No	Yes	Yes	Yes	Yes
Philadelphia	No	No	No	No	No	No	No	Yes	No	Yes	No	No	Yes
Rochester, N.Y.	No	No	Yes	Yes	No	No	No	No	No	No	No	No	Yes
Salt Lake City	No	No	No	No	No	No	No	No	No	No	No	No	No
San Diego	Yes	No	Yes	Yes	No	No	No	Yes	No	No	No	No	Yes
Seattle	No	No	No	No	No	No	No	No	No	No	No	No	No
St. Louis	No	No	No	No	No	Yes	No	Yes	No	No	No	No	Yes
Tulsa, Okla.	No	No	No	No	No	No	No	No	No	No	No	No	No
Wichita, Kan.	No	No	No	No	No	No	No	No	No	No	No	No	Yes
District totals	8	6	6	6	2	10	2	9	2	10	8	3	20

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[1] Includes provisional licenses and waivers.

[2] "High-need schools" refers to high-poverty, high-minority, or low-performing schools. The term does not refer to schools that are experiencing teacher shortages based on subject area or geographic area.

[4] Only teachers of

[5] Only National Bo

[6] Teachers who ar guaranteed mentor

School District	for duration of service	for National Board certification	targeted toward high-need schools[1]	Salary-based incentives (salary matching, placement on salary scale)	targeted toward high-need schools[2]	INDUCTION/MENTORING/SUPPORT: District requires mentors for all new teachers	INDUCTION/MENTORING/SUPPORT: Duration of mentoring (years)	INDUCTION/MENTORING/SUPPORT: Amount of time mentors and assigned teachers are required to meet	INDUCTION/MENTORING/SUPPORT: Mentors are compensated for their work
Atlanta	No	No	No	No	No	Yes	1	No	Yes[7]
Baltimore	No	Yes	Yes	Yes	Yes	Yes	1-2	No	Yes[7]
Boston	No	No	No	Yes	No	Yes[6]	1	3-3.5 hours/week	Yes
Charlotte-Mecklenburg, N.C.	No	No	Yes	Yes	Yes	Yes	2	2 hours/week	Yes
Chicago	No	Yes	No	No	No	Yes[6]	1	4 meetings/year	Yes
Clark County, Nev. (Las Vegas)	No	No	No	No	No	Yes	1	No	No
Cleveland	No	No	No	No	No	Yes	1-5	1-3 hours/week	Yes[7]
Dallas	No	No	Yes	No	No	Yes[6]	1	2-3 hours/week	Yes
Fairfax, Va.	No	Yes[5]	No	No	No	Yes	1	1 meeting/day	Yes[7]
Hartford, Conn.	No	Yes	No	Yes	No	Yes	1	1 meeting/week	Yes
Jefferson County, Ky. (Louisville)	No	No	No	No	No	Yes	3	120 hours/year	Yes[7]
Kansas City, Kan.	No	Yes	No	No	No	Yes[6]	1	1-2 hours/week	Yes
Long Beach, Calif.	Yes	Yes	Yes	Yes	No	Yes[6]	1-2	1 hour/week	Yes
Memphis, Tenn.	No	Yes	No	No	No	Yes	1-3	2 meetings/week	Yes
Miami-Dade County, Fla.	No	Yes	No	Yes	No	Yes	1-3	4 meetings/year	No
Milwaukee	No	No	No	No	No	No	No	No	No
Minneapolis	No	Yes	No	Yes	No	Yes	1	No	Yes
Mobile, Ala.	No	No	No	No	No	No	No	No	No
Montgomery County, Md.	No	Yes	No	No	No	Yes	1	4 times/year	Yes[7]
New York City	No	Yes	No	Yes	Yes	Yes[6]	1	4 meetings/week	Yes[7]
Oakland, Calif.	No	No	No	No	No	Yes	2	1-2 hours/week	Yes
Palm Beach County, Fla.	No	Yes	Yes	No	No	Yes	1	No	No
Philadelphia	No	No	Yes	No	No	Yes	1	1.5 hours/month	Yes
Rochester, N.Y.	No	Yes	Yes	No	No	Yes	1	1 meeting/week	Yes
Salt Lake City	No	No	No	No	No	No	No	No	No
San Diego	Yes	Yes	No	Yes	No	Yes	2	52 hours/year	Yes
Seattle	No	No	No	No	No	Yes	1	30 hours/year	Yes
St. Louis	No	Yes	No	No	No	Yes[6]	2	No	No
Tulsa, Okla.	No	No	No	No	No	Yes	1	72 hours/year	Yes
Wichita, Kan.	No	Yes	No	No	No	Yes[6]	1	5 hours/week	Yes
District totals	2	16	7	9	3	27	-	-	23

subject-area shortages receive annual stipends.

ard-certified teachers who assume special instructional leadership roles receive a stipend

s new to the district but who have prior teaching experience are not
rs through the district's mentoring program.

District Alternative-Route Programs

	Number of teachers hired through Teach For America (2002-03)	Number of teachers hired through Troops to Teachers (2001-02)	District has a "structured" alternative-route program[8]							
			Name of alternative-route program	Program is aimed at recruiting teachers into high-need schools[9]	Number of participants (2002-03)	Time frame within which participants are required to obtain full teacher certification (years)	Length of time recruits required to teach in district following program completion (years)	Support provided to participants prior to becoming teachers of record: length of training	Support provided to participants prior to becoming teachers of record: fieldwork required	Program includes a mentoring component
Atlanta	196	5	Atlanta P.L.U.S.		75	2		6 weeks	✓	✓
Baltimore	161	15	Project Site Support	✓	150	2	3	4 weeks		✓
			Baltimore City Teaching Residency		100	2		5 weeks		✓
Boston		2								
Charlotte-Mecklenburg, N.C.		13								
Chicago	121	33	Golden Apple Teacher Education		48	1		8 weeks	✓	✓
Clark County, Nev. (Las Vegas)		28	Alternative Route to Licensure Program	✓[9]	94	3		150 hours and 9 credit hours		✓
Cleveland		6	E=MC²		50	2	3			✓
Dallas		23	Alternative Certification Program		756	2		8 weeks		✓
Fairfax County, Va.		28								
Hartford, Conn.										
Jefferson County, Ky. (Louisville)		21	Alternative Certification for Elementary and Secondary Teachers (ACES)		9	1	3	3-10 weeks	✓	✓
Kansas City, Kan.		3	Kansas City Teaching Fellows	✓	40	2		6 weeks	✓	✓
Long Beach, Calif.		3	District Intern Program		21	2		120 hours	✓	✓
Memphis, Tenn.		15	Pathways to Teaching	✓	28-30	1	3	9 credit hours	✓	
Miami-Dade County, Fla.		13	Alternative Certification Program		n/a[10]	2		2 weeks		✓
Milwaukee		9	Milwaukee Teacher Education Center (MTEC)		177	1-2	2[11]	8 weeks	✓	✓
Minneapolis			Collaborative Urban Educator Program (CUE)		20-30	1	4	4 weeks and 16 meetings	✓	✓
Mobile, Ala.		6								
Montgomery County, Md.		6	Resident Teacher Program		10-12	2				✓
New York City	277	3	N.Y.C. Teaching Fellows	✓	1900-2000	2-2.5		5 weeks	✓	✓
Oakland, Calif.		4	Oakland Intern Partnership Program		206	1-2		10 weeks	✓	✓
Palm Beach County, Fla.		7								
Philadelphia		6								
Rochester, N.Y.		2	Urban Teachers for Tomorrow		26	2	3	9 weeks	✓	✓
Salt Lake City										
San Diego		15								
Seattle		1	Strengthening and Sustaining Teachers	✓	20	1		12 weeks	✓	✓
St. Louis	49	1	Career Transition Program		30	2		3 weeks	✓	✓
Tulsa, Okla.		6								
Wichita, Kan.		3	Transition to Teaching Program		51	2		12 weeks	✓	✓
	804	277	21	6	—	—	—	—	14	20

[8] The following is not an exhaustive list of district alternative-route programs. Rather, this table features "structured" programs that include a preservice-training component, a mentoring component, or both. [9] Principals from high-need schools are given advanced access to the new-teacher database. [10] Miami-Dade County will choose its first participants in January 2003. [11] The program has no time requirement for participants to teach in the district, although it organized an incentive with the state that offers participants $2,000 in forgivable college loans to be put toward the tuition of the program if participants stay in the district for two years.

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View the percent of students taking classes with under-qualified teachers in the United States.

January 9, 2003

State Policy Updates: Sources for Vital Statistics

The state profile summaries provide snapshots of changes in education policy in the 50 states and the District of Columbia over the past year, with a focus on what states are doing to find qualified teachers for high-need schools. While some states lack even basic data on the distribution of their teaching forces, others have been much more aggressive in recruiting teachers for the students who need them most. But, in general, much more remains to be done.

Report cards grade each state in the areas of standards and accountability, efforts to improve teacher quality, school climate, and resources.

VITAL STATISTICS	
90,640	Public schools
2,988,000	Public school teachers
47,576,000	Pre-K-12 students
$358 billion	Annual pre-K-12 expenditures
38.6%	Minority students
18.9%	Children in poverty
12.8%	Students with disabilities
8.0%	English-language learners

Here are the sources for the vital statistics included with each state profile:

Number of Public Schools (2000-01): U.S. Department of Education, National Center for Education Statistics, "Overview of Public Elementary and Secondary Schools and Districts: School Year 2000-01," May 2002. This figure includes all public schools that provide educational services, have an administrator, receive public funds as a main means of support, and are operated by a local school district or other administrative agency.

Number of Public School Teachers (2001-02): U.S. Department of Education, National Center for Education Statistics, "Early Estimates of Public Elementary and Secondary

Education Statistics: School Year 2001-02," April 2002. The figure includes all professional staff members who provide instruction to students and maintain daily student-attendance figures for a group or class at any of the levels from prekindergarten through grade 12 and ungraded classes.

Pre-K-12 Enrollment (2001-02): U.S. Department of Education, National Center for Education Statistics, "Early Estimates of Public Elementary and Secondary Education Statistics: School Year 2001-02," April 2002. The figure includes students enrolled at a school or local education agency on the school day closest to Oct. 1, 2001. All students in prekindergarten through grade 12 and ungraded classes are taken into account.

Annual Pre-K-12 Expenditures (2001-02): U.S. Department of Education, National Center for Education Statistics, "Early Estimates of Public Elementary and Secondary Education Statistics: School Year 2001-02," April 2002. The figure represents "current expenditures," defined as funds spent for operating local public schools, including such items as salaries for teachers and other school employees, transportation costs, textbooks and classroom materials, and energy costs, but excluding spending on buildings and interest on school debt. The money could have come from any federal, state, or local source.

U.S. Percent Minority Students (2000-01): U.S. Department of Education, National Center for Education Statistics, "Overview of Public Elementary and Secondary Schools and Districts: School Year 2000-01," May 2002. The figure includes all students not classified as "white, non-Hispanic" in the report.

Percent Children in Poverty (1998): National Center for Children in Poverty, Columbia University, "Child Poverty in the States: Levels and Trends From 1979 to 1998," August 2001. The figure includes all children younger than 18 living in poverty. In 1998, the threshold for a family of four was $16,660.

Percent Students With Disabilities (2000-01): U.S. Department of Education, National Center for Education Statistics, "Overview of Public Elementary and Secondary Schools and Districts: School Year 2000-01," May 2002. The figure represents the proportion of students in each state who have an individualized education plan, or IEP, as required under the federal Individuals with Disabilities Education Act. Data were not available for New Jersey.

Percent English-Language Learners (1999-2000): National Clearinghouse for English Language Acquisition and Language Instruction Educational Programs, "Survey of the States' Limited English Proficient Students & Available Educational Programs and Services: 1999-2000 Summary Report," May

2002. The figure represents the proportion of students each state designates as "limited English proficient" based on standardized-test results and other qualitative criteria.

Quality Counts *is produced with support from the Pew Charitable Trusts.*

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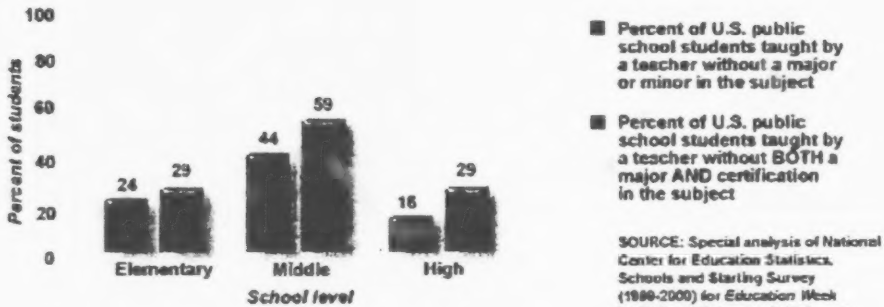

SOURCE: Special analysis of National Center for Education Statistics, Schools and Staffing Survey (1999-2000) for *Education Week* by Richard M. Ingersoll, University of Pennsylvania, 2002

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Jump to this state's vital statistics.

View all Alabama data or compare data among states.

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Alabama

A couple of years ago, Alabama began offering a financial incentive for teacher education students to work in high-poverty schools after graduation. Hardly anyone took the state up on the offer.

The problem? Its design, say state officials. The program, approved by the legislature, was limited to college juniors, and students who participated had to commit to five years of teaching mathematics or science in a school serving mainly poor children.

"You don't ask a 20-year-old to commit to something for five years," says Jayne Meyer, the director of teacher education and certification for the Alabama Department of Education.

This school year, the $400,000 program has been changed so that juniors, seniors, and students in master's programs can sign up. Also, the program no longer requires prospective teachers to sign away their next five years to be forgiven some student loans. Instead, the program now cancels one semester

Alabama Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	14%
8th graders proficient or above in math (2000)	16%
4th graders proficient or above in science (2000)	22%
8th graders proficient in science (2000)	22%
• **Standards and Accountability**	C+
• **Improving Teacher Quality**	D+
• **School Climate**	C
• **Resources: Adequacy**	C
• **Resources: Equity**	C

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

of college-tuition loans for each year of teaching math or science in a high-poverty school. The maximum amount is $2,000 per semester for up to six semesters.

Despite its modest size, this is the only statewide program specifically designed to help address the problem of attracting teachers to high-need schools and areas.

Experts on Alabama education say the problem is especially acute in some rural sections of the state, where schools can find it tough to recruit new teachers.

So the 7,800-student Talladega school system, for one, has taken matters into its own hands. The district offers $5,000 signing bonuses that are available two ways. The rural district—about 60 percent of whose students qualify for free or reduced-price lunches—provides a bonus to all new teachers in mathematics, science, or foreign languages. In addition, any teacher hired for Talladega County Central High School qualifies for the bonus. Alabama has identified that school as on "academic alert" status, the lowest designation in the state's accountability ranking system.

"When a school is on academic alert, people know that it will be a challenge to work with the students and to improve those test scores, so a lot of people will shy away from that type of challenge," says Cynthia C. Elsberry, the district's superintendent.

Teacher Testing Returns

Alabama has several efforts under way to improve teacher quality statewide.

VITAL STATISTICS

1,380	Public schools
47,000	Public school teachers
726,000	Pre-K-12 students
$4.3 billion	Annual pre-K-12 expenditures
38.6%	Minority students
23.4%	Children in poverty
13.5%	Students with disabilities
1.0%	English-language learners

(See "Sources.")

Last year, the state fully implemented a program that assesses schools of education based on the quality of the teachers they produce. Schools that do not pass muster will lose their ability to certify teachers in certain subject areas.

The decisions are tied to teacher evaluations the state requires all principals to conduct on teachers during their first three years in the classroom. Districts can opt to use a state-devised evaluation, or develop their own, subject to state approval.

If fewer than 90 percent of teachers who graduate from a particular program are rated effective through the evaluations, the program has three years to improve, or it will lose certification privileges.

The initiative was run as a pilot for its first two years, but this school year, it applies statewide.

"If a teacher college was not already looking at how its graduates were performing, they absolutely are now," says Ruth C. Ash, the dean of the school of education at Samford University in Birmingham.

Through a federal grant, the state has initiated an induction and mentoring pilot program in nine school systems.

And last fall, the state began teacher testing again, after a long hiatus stemming from legal challenges.

"We've been out of that business for years, tied up in court," says Joe Morton, the state's deputy superintendent. All teacher-candidates must pass the test of basic skills before they receive state certification. Morton says the education department also hopes to create subject-matter tests in the next few years.

Catching Up

Beyond teacher issues, Alabama is on track to overhaul its state assessment system to comply with the revised federal Elementary and Secondary Education Act. The state has been behind in complying with the law's old assessment provisions from 1994, and recently was required to enter into a compliance agreement with the U.S. Department of Education.

Now, the state is working to comply with both the old provisions and new ones that require testing each year in grades 3-8 in mathematics and reading.

Last summer, the state board of education approved a plan to revamp the assessment and accountability system. The system's main problem is that Alabama has relied solely on norm-referenced tests, which are not tied directly to state standards. Federal law requires such alignment.

The new assessment system will be aligned with the state's standards, and will fully comply with federal law, Morton says. The state aims to do so by purchasing an off-the-shelf test and augmenting it to ensure such consistency. In addition, the state is completely reworking its reading assessments for grades K-2.

Flatlined Budget

All in all, what many Alabama education experts consider one of the biggest remaining problems is insufficient funding, especially for districts in less affluent areas.

The budget for the 2002-03 school year was essentially flatlined, except for a 3 percent teacher-pay raise.

A ruling last year by the state supreme court may not help those looking for more money. The decision pulled the rug out from a long-standing lawsuit brought by a coalition of poor school systems. The plaintiffs were seeking to compel state action to provide an equitable and adequate education for all of the state's students.

While the high court did not reject a lower court's finding that Alabama students have a constitutional right to such an education, it said the judicial branch could not force the state to take any actions to make that a reality.

"Our very real concern is that in the absence of the court order, there will be no impetus for our legislature to do it," says Susan Salter, a spokeswoman for the Alabama Association of School Boards.

Even so, the state education agency is campaigning to provide a big influx of cash for schools. State Superintendent Ed Richardson says his agency has determined that it would take an additional $1.6 billion to meet an "adequate" standard of educating students in the state. The department is proposing to phase in an extra $1.6 billion over five to seven years, with about $300 million to be covered by localities and the rest by the state budget, he says.

And that, Richardson plainly states, would mean higher taxes.

"There's no question. ... Obviously, additional revenues will have to be forthcoming, and individuals would have to pay additional taxes in one form or another," the schools chief acknowledges. But he argues that the changes are crucial to ensuring educational gains in the state.

The plan would also move away from a system in which state aid is generally distributed evenly to districts across the state.

"If you can only generate so much money, and you've done what the state's asked, the state would be able to pick up the difference," Richardson says.

—Erik W. Robelen

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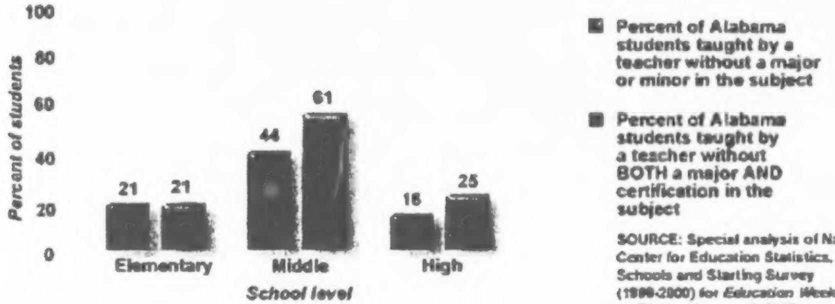

SOURCE: Special analysis of National Center for Education Statistics, Schools and Staffing Survey (1999-2000) for *Education Week* by Richard Ingersoll, 2002

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Alaska

Luring highly qualified teachers to places like Unalakleet, Alaska, requires a recruiting pitch unlike any other. As soon as they step off the plane, would-be instructors set foot in a different world.

The village of 800 people lies on a stretch of tundra set between the Bering Strait and the Unalakleet River, in a school district bigger than many states. Anchorage is 350 miles away, about as far as Russia. There are no roads connecting the towns. Many groceries have to be flown in. The sun shines 24 hours a day in July, and the winter months bring up to 20 hours of darkness.

In recent years, the challenge of drawing teachers to Alaska schools, particularly in remote areas, has grown increasingly difficult, education officials say.

Heading into the fall of 2002, state officials were working to develop a way to report on the distribution of highly qualified teachers among rural, urban, high-poverty, and low-poverty areas to meet upcoming deadlines in the federal "No Child Left

Alaska Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

Student Achievement (NAEP)	
4th graders proficient or above math (2000)	?
8th graders proficient or above in math (2000)	?
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
Standards and Accountability	D
Improving Teacher Quality	D-
School Climate	?
Resources: Adequacy	C+
Resources: Equity	C

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

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Behind" Act of 2001.

Last fall, the Alaska Department of Education and Early Development was scheduled to begin revamping the way it collects information on teacher qualifications by combining two sets of data it previously collected separately from school districts, and seeking more precise information from those districts.

Once the new data-collection system is in place, some observers say, it is likely to reveal a shortage of qualified teachers, especially in rural school districts hundreds of miles from larger cities such as Anchorage, Juneau, and Fairbanks.

Some school officials say the biggest barrier to drawing highly qualified teachers is not location, but pay. At one point, teacher salaries in Alaska were the highest in the nation, but over the past decade they have leveled off compared with those in other states.

"They used to come up from the lower 48 states and get quite a salary boost. That's not so much the case anymore," says Jim Hickerson, the executive director of personnel and administration for the Bering Strait school district, which includes the village of Unalakleet and has 1,700 students. "We need to recruit people, and figure out how to keep people."

In 1990-91, the average teacher salary in Alaska was $43,406, the highest in the country, according to a recent American Federation of Teachers report. By 2000-01, the state had dropped to ninth, with an average pay of $48,123. The state ranked last in the percentage change in pay over that 10-year span, the teachers' union found. When cost of living was taken into account, Alaska ranked 32nd in average pay in 2000-01, the AFT said.

VITAL STATISTICS

502	Public schools
8,000	Public school teachers
134,000	Pre-K-12 students
$1.3 billion	Annual pre-K-12 expenditures
38.5%	Minority students
14.6%	Children in poverty
13.3%	Students with disabilities
14.8%	English-language learners

(See "Sources.")

Bering Strait officials recruit potential teachers from as far away as the Eastern United States. Like many rural school systems, the district provides subsidized housing for those who agree to teach there because residential space is so hard to come by, Hickerson says.

"There's always been a revolving door for teachers in this state," says Rich Kronberg, the president of the National Education Association's Alaska chapter, who moved to Alaska from New York 21 years ago. But because of salaries not keeping up, he says, "over the last few years, it's been spinning much faster."

Putting Parents in the Loop

Starting in 2002-03, the No Child Left Behind Act requires school districts to let parents in Title I schools know they can request information on whether their children's classroom teachers have met state licensing standards, and have provisional or emergency teaching certificates.

With the help of a new, revamped method of collecting information from schools, Alaska education officials hoped to begin tracking that information more closely in late 2002.

Each year, the state collects data on the teachers in all of its school districts for its certified staff database. Districts turn in information on what instructors are teaching, their general areas of specialization, and other data about their schools and staffs.

But that database does not specify the subjects in which those teachers are "endorsed," or have a state-recognized level of expertise. The state has collected data on endorsements in a separate database. Alaska teachers also can seek temporary, provisional, and preliminary certificates if they have not fulfilled various steps in their education or training. Those certificates are good for one, two, and three years respectively, and cannot be renewed.

By the fall of 2002, the state hoped to be able to merge the two databases, collecting information on what instructors were teaching, and what they were endorsed to teach. All of the school districts in Alaska were supposed to turn in their data to the state by October of last year.

"We want it seamless," says Cynthia A. Curran, the administrator for teacher education and certification at the department of education.

Because the No Child Left Behind law requires all teachers of core subjects to be "highly qualified" by the end of the 2005-06 school year, Alaska likely will require all teachers seeking that designation to have a Type A credential, which is granted only to teachers who have completed relevant training and college coursework, Curran adds.

But state officials are not sure if those regulations mean they could no longer grant provisional, preliminary, and temporary certificates to job applicants who lack certain qualifications.

"We're expecting more guidance from the federal government at some point," Curran says.

Of about 500 public schools in Alaska, 278 are considered Title I institutions, or schools identified by federal standards as serving large numbers of students from low-income families.

Eventually, state officials should be able to tell how many Type A teachers are teaching at those low-income schools, although they do not know exactly when, Curran says.

Learning to 'Grow' Teachers

Alaska officials are not yet certain how they will define what it means to be a highly qualified teacher, which the No Child Left Behind Act requires them to do. But several of them say rural districts could have the hardest time meeting new standards because of the teaching burdens placed on staff members in those areas.

For instance, school systems with fewer than 100 students are not likely to have instructors who teach only a single subject, like biology or chemistry. Almost half of Alaska's schools serve students in all K- 12 grades, or prekindergarten through 12th grade, says Karen Lipson, a research analyst with the state education department.

Shirley Holloway, Alaska's commissioner of education and early development, predicts that the new federal requirements will encourage the state to train more teacher aides in rural districts—who in many cases are natives of those towns and villages— to gain certification and become full-time teachers.

"In remote schools, we need to grow our own teachers," Holloway says. "[Those staff members] represent the stability of our schools."

During 2002, Alaska received a $2.5 million federal grant to help districts recruit and retain teachers, particularly in rural areas. Those funds also supported: mentoring initiatives allowing experienced teachers to counsel new ones; a program to help new instructors offset certification and housing costs; and efforts at state universities in Alaska to allow teachers-in-training to visit rural schools.

In recent years, Alaska has revamped its efforts to improve accountability and student learning at different grade levels. In 1998, Gov. Tony Knowles, a Democrat, signed into law the Quality Schools Initiative, which established statewide tests to assess students in the 3rd, 6th, and 8th grades. The initiative also set in motion a plan to rate schools by placing them, based partly on test scores, into one of four categories: "distinguished," "successful," "deficient," and "crisis." In 2002, the legislature agreed not to assign ratings to schools until 2004 because lawmakers believed the state wouldn't have the data to fairly assess schools until then.

The state is also taking steps to establish tests at other grade levels, in elementary through high school, to meet the requirements of the No Child Left Behind law, says Harry Gamble, a spokesman for the state education department.

—Sean Cavanagh

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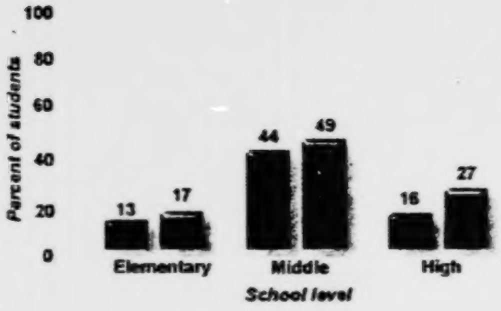

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Arizona

Arizona's need to attract a greater number of well-qualified teachers cuts many ways. It is a rapidly developing state with hard- to-serve school populations, both urban and rural. Add to that an unmet demand for teachers who can work with the growing number of students who speak English as a second language, and it's no wonder that many districts say they simply can't sign first-rate teacher recruits quickly enough.

Still, in a local-control state that devotes a relatively small amount of state aid to K-12 education, districts have largely been left to their own devices to handle recruitment and retention issues. For many, that often means starting the school year with a large number of teachers with emergency certification.

Arizona Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	17%
8th graders proficient or above in math (2000)	21%
4th graders proficient or above in science (2000)	22%
8th graders proficient in science (2000)	24%
• **Standards and Accountability**	C+
• **Improving Teacher Quality**	D-
• **School Climate**	B-
• **Resources: Adequacy**	F
• **Resources: Equity**	D+

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

Based on an analysis of federal data from the Schools and Staffing Survey, conducted for *Quality Counts*, about 45 percent of Arizona students in high-poverty secondary schools take classes with a teacher who lacks even a minor in the subject

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being taught, compared with 23 percent of students in low-poverty secondary schools. Nearly 27 percent of secondary students in high-poverty schools take classes with a teacher who is not certified in their subject, compared with about 9 percent of students in low-poverty schools.

The 3,200-student Murphy district in Phoenix is one of a number of districts in the state struggling to meet state academic standards with largely inexperienced teaching staffs. Superintendent Robert I. Donofrio reports that many veteran teachers have left the district in recent years, for reasons ranging from retirement to feelings of burnout from working in an impoverished section of the city.

As a result, close to 70 percent of the district's teaching force is made up of newcomers with two years' experience or less. In addition, Donofrio says, approximately 20 percent of the teachers are working with emergency certificates.

Districts Go It Alone

With no state money earmarked for incentive or mentorship initiatives, such programs are implemented on a district-by-district basis. In the Phoenix-area Isaac Elementary School District, for example, the district will help pay tuition for paraprofessionals wishing to earn education degrees, if they agree to then teach in the district for three years.

In the Murphy district, meanwhile, officials have responded to the loss of experienced teachers by ramping up recruiting efforts. The district sends representatives to job fairs in such states as Colorado, Montana, and Utah. In addition, the district pays senior teachers to work as teacher- mentors, and insists that novices take part in an induction program— offered in conjunction with Arizona State University in Tempe—that includes professional-development classes designed for new teachers.

VITAL STATISTICS	
1,633	Public schools
46,000	Public school teachers
904,000	Pre-K-12 students
$4.9 billion	Annual pre-K-12 expenditures
47.2%	Minority students
22.6%	Children in poverty
10.2%	Students with disabilities
14.7%	English-language learners

Nonetheless, Donofrio observes, nothing can take the place of a well- qualified, experienced staff. "It's just wreaking havoc on us," he says of the high rate of teacher turnover. "And we've been seeing it in the test scores for the past few years."

Some critics say Arizona's system of certifying teachers is doing little to ease such problems. State education officials say they are discussing streamlining the teacher-certification process for districts

(See "Sources.")

seeking to fill vacancies, although no formal recommendations had been made as of late last fall.

Penny Kotterman, the president of the Arizona Education Association, says that while she feels the state's certification requirements stack up well against those of other states, several process-related issues—such as an extensive security clearance—make it cumbersome. The result is that teachers who have completed their academic requirements to teach in Arizona or who are licensed in other states often end up teaching with emergency credentials, she says.

"In terms of rigor, it has all the right components," Kotterman says of the certification system. "In terms of process, we have a lot of work to do to make it usable for school districts."

Two years since the passage of Proposition 301, a state sales-tax hike to benefit Arizona's teachers and schools, teacher salaries have improved. While the state's average teacher salary is still below the national average, Arizona ranked 36th among states in the American Federation of Teachers 2000-01 teacher- salary survey, when adjusted for cost of living. That compares with 41st in 1999-2000, before funding began to flow from Proposition 301, much of which districts have used for teacher salaries.

But in rural areas where health-care costs are higher, many districts continue to struggle to provide adequate health-insurance coverage, says Jaime Molera, the outgoing state schools superintendent.

Given the state's fiscal crisis, education advocates applauded the passage this past November of Proposition 300, a measure designed to protect revenues from the sale of state school trust lands, ensuring that they benefit classrooms directly. Proposition 201, a measure that would have devoted a portion of Indian gaming revenues to education programs, did not pass muster with voters this past fall.

Arizona's fiscal woes are dire enough that educators say they know not to look to the state general fund as a source of new money. State leaders started the legislative session last year facing a $1 billion budget shortfall for fiscal 2003. Given that situation, educators say they are grateful they weren't forced to cope with a serious cut in basic state aid. In fact, education spending emerged relatively unscathed, as the legislature increased state aid for schools by 2 percent, an increase required by Proposition 301.

"In this last legislative session, just holding our own was progress," says Kotterman. Still, in order to balance the budget, lawmakers did borrow more than $300 million from a fund earmarked for school construction projects—a move that is the subject of ongoing litigation—and instituted a program that would instead allow the state to spread the cost of the new schools over 20 years.

On the standards front, educators cheered the passage of Molera's accountability program, Arizona Learns. The measure has been hailed as a remodeling of the accountability requirements outlined in Proposition 301, which many educators criticized as unfair. Under the new program, scheduled to be fully implemented in the 2003-04 school year, schools face state intervention if they fail to meet performance measures, which incorporate dropout and graduation rates as well as test scores.

—Jessica L. Sandham

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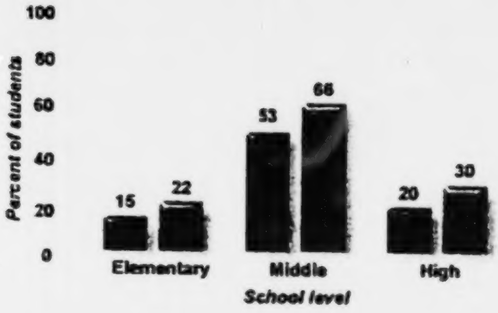

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Arkansas

Like many high-poverty school systems across the country, Arkansas' poorest districts struggle to attract well-qualified teachers while competing with the higher salaries and better working conditions offered by wealthier districts. But when it comes to recruiting newly minted graduates, the state's most rural communities along the Mississippi Delta must also overcome another barrier: boredom.

In rural areas without movie theaters, restaurants, jobs for spouses, or even much in the way of available housing, it can be particularly onerous to fill teaching vacancies. Given that teachers need only cross the state line into Texas to find significantly higher salaries, it's no wonder that many Arkansas districts find it hard to keep pace with a high teacher-turnover rate.

Arkansas Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

- **Student Achievement** (NAEP)

4th graders proficient or above math (2000)	13%
8th graders proficient or above in math (2000)	14%
4th graders proficient or above in science (2000)	24%
8th graders proficient in science (2000)	23%

• **Standards and Accountability**	B-
• **Improving Teacher Quality**	B
• **School Climate**	C
• **Resources: Adequacy**	C
• **Resources: Equity**	B-

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

"The people in the Delta are really concerned," says Tish Talbot, a spokeswoman for the Arkansas Education Association. "Young teachers don't want to move to a place that's obviously

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declining, where there's a terribly high incidence of poverty."

Still, state leaders have not ignored the teacher shortages in the state's rural areas. Over the past year, Gov. Mike Huckabee, a Republican, and two different state-appointed advisory committees have released separate blueprints for education improvement in Arkansas, and all three name higher teacher salaries as necessary for keeping qualified teachers in the state.

Those proposals followed a May 2001 court ruling that struck down the state's school finance system. In declaring the system unconstitutional, Pulaski County Judge Collins Kilgore cited the disparities in teacher pay within the state, and further concluded that teacher salaries throughout Arkansas were "inadequate as compared to competing markets."

The Arkansas Supreme Court in November affirmed the major findings of that ruling and directed the legislature to address the school funding formula. The legislature was expected to take steps to improve the K-12 system, through such means as improved teacher recruitment and retention, during the biennial session that starts in January 2003.

Focus on Recruitment

Yet even as officials acknowledge a need to do more, they note that the state education department recently hired the New Teacher Project, a New York City-based nonprofit organization, to train school administrators in 32 Delta-area districts in recruitment strategies, and to study Arkansas' trends in teacher supply and demand.

The group found that Arkansas will need to fill about 700 teacher vacancies a year over the next five years, and that the number could exceed 1,000 by 2006 if the state doesn't act. As the organization reported to the state board of education, those vacancies could jeopardize the state's ability to comply with federal requirements on teacher quality in the "No Child Left Behind" Act of 2001.

VITAL STATISTICS	
1,130	Public schools
31,000	Public school teachers
448,000	Pre-K-12 students
$2.6 billion	Annual pre-K-12 expenditures
28.3%	Minority students
23.5%	Children in poverty
	Students with

But Woody Cummins, the deputy director of the state education department, says he is confident the state will meet the provisions of the federal law that require states to report on the distribution of qualified teachers.

Currently, districts are required by state law to send letters home to every parent whose child is being taught a subject by a teacher who is uncertified in that

12.3%	disabilities
2.0%	English-language learners

(See "Sources.")

area, and the state collects a variety of data on its teachers' credentials.

In addition, Cummins says, the state has implemented several programs aimed at improving teacher recruitment and retention statewide. This year marks the second full year of the state's teacher-mentorship initiative, a program that pairs all new teachers with veteran educators.

"We have had wonderful success with that program," says Kathy Lease, the superintendent of the 4,500-student Texarkana school system, which, as a district on the state line, often loses teachers to Texas districts offering salaries $8,000 to $10,000 higher. "The mentorship program really gives new teachers an anchor in the wind," she says.

The state department of higher education also benefited from a three-year, $3 million Teacher Quality Enhancement Grant from the U.S. Department of Education. Though the grant money ran out in 2002, state officials plan to continue several of the programs it paid for, such as an annual statewide job fair for teacher recruitment that attracted more than 1,300 prospects in spring 2002.

Targeting Two-Year Colleges

The federal grant also allowed the state to offer an Associate of Arts in Teaching degree at the state's two-year community colleges. Students with that degree will have an easier time entering four-year state universities offering bachelor's degrees in education, says Suzanne Mitchell, a project director who oversees federal grants at the department of higher education.

The program, which is in its first full year, ensures that students coming out of the two-year colleges will not be required to take duplicate courses at four-year institutions.

"We've had no formal program to recruit two-year students to interest them in teaching," Mitchell says. "A lot of them are older adults who have raised some children. It's an untapped source."

Mitchell says the federal grant has also enabled state officials to try to interest students in teaching even earlier in their schooling, through the Teachers of Tomorrow Program. The initiative aims to improve the image of teaching in high schools and middle schools through future-teacher clubs. Fifteen school districts were participating in the program as of last year.

Arkansas has also expanded its nontraditional-licensure program, which allows teacher-candidates with bachelor's degrees in other areas to pursue their teaching credentials over summers and on Saturdays. The program grew from 60 teachers in 1998 to 325 last year.

Elephant in the Living Room

Despite such programs, district leaders assert that lawmakers will be ignoring the elephant in the living room if they don't act quickly to improve teacher pay statewide. According to an analysis by the American Federation of Teachers, Arkansas ranked 42nd out of 50 states and the District of Columbia in average teacher salary in the 2000-01 school year.

The state's educators had been slated to receive a $3,000 boost in salaries during the 2000-2002 biennium—until a state budget crisis prompted the legislature to reduce the raises to $525.

The wide variation in pay scales from district to district also adds to the difficulty that high-poverty rural schools face in recruiting new teachers. Frank Anthony, the superintendent of the 6,300-student Pine Bluff district at the mouth of the Mississippi Delta, says he must deal with an annual teacher-turnover rate of 10 percent, owing to the district's relatively low starting salaries.

"I end up being a training ground for teachers," says Anthony, who recently served on the Arkansas Blue-Ribbon Commission on Public Education, which issued a report to the legislature calling for higher and more equalized teacher salaries. "I recruit them, employ them, and train them," he explains, "and as soon as they become notable teachers, my counterparts in other parts of the state can just pick them off."

A separate advisory committee charged with reporting to the state board of education also called for higher salaries, as did Gov. Huckabee. The governor's proposed Next Step program includes a recommendation for higher salaries, as well as a provision that would provide higher pay or stipends for teachers of foreign languages, science, mathematics, and other shortage areas. For now, though, lawmakers are waiting for the state supreme court to weigh in.

School Mergers Proposed

The advisory groups also issued recommendations on other aspects of education improvement during 2002, an off year in the state's biennial legislative calendar. In addition to tackling teacher recruitment and compensation, members of the Arkansas Blue-Ribbon Commission recommended that small, rural schools unable to offer expanded course offerings merge with neighboring districts to establish regional high schools.

The Act 1386 of 2001 advisory committee to the state board of education, meanwhile, addressed the limitations that small schools face in providing a variety of course offerings by calling for the creation of secondary school districts, in addition to the elementary and unified school districts that currently exist. The same group also called for students to earn at least a 2.0, or C, grade point average in order to graduate from high school.

Some of the central provisions in the governor's proposal, meanwhile, would require schools to set up interventions—such as summer school, tutoring, or delayed promotion—for students who fail to pass muster on standardized tests, and to provide expanded access to preschool programs.

State education officials predict that some components of each of the plans will be included in legislation to be unveiled early this year.

—Jessica L. Sandham

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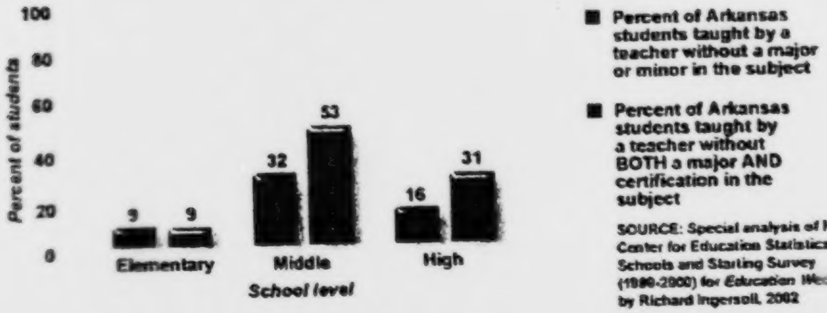

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California

Faced with such challenges as rising living costs, blighted urban schools, and booming enrollments, California has been the "poster state" for a host of problems that hinder the recruitment, training, and retention of teachers.

The Golden State has created several programs to help recruit and train qualified teachers and to steer top candidates to schools in the neediest areas. But data show that the programs are not producing enough highly skilled teachers to meet the expected demands in the coming years.

By one estimate, California will have to hire at least 195,000 new teachers by the end of this decade. In addition, the distribution problem, or that of moving teachers from teacher-surplus areas to the places they are needed most, is getting worse.

California Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

- **Student Achievement** (NAEP)

4th graders proficient or above math (2000)	**15%**
8th graders proficient or above in math (2000)	**18%**
4th graders proficient or above in science (2000)	**14%**
8th graders proficient in science (2000)	**15%**

• Standards and Accountability	**B+**
• Improving Teacher Quality	**B**
• School Climate	**C**
• Resources: Adequacy	**D**
• Resources: Equity	**C+**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

According to the Center for the Future of Teaching and Learning, a nonprofit group based in Santa Cruz, Calif., the proportion of underprepared teachers (those lacking full

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credentials) in the state grew from 1991 to 2001 and is projected to increase steadily through 2009-10.

In nearly half of California schools, fewer than 5 percent of teachers are underqualified. But in a quarter of public schools, more than one in five teachers is not fully prepared to teach, according to the center. These schools serve about 1.7 million of the state's more than 6 million students.

Schools that are low-performing or that serve greater percentages of minority or economically disadvantaged students have more first- and second-year teachers without full credentials, the center's study found.

"The state has been trying, and it's spent a lot of money on this effort—with some results—but with the growth, you're always chasing your tail," says Michael W. Kirst, a professor of education at Stanford University and a co-director of the research group Policy Analysis for California Education. "We're in a deep hole, and you don't get out of a hole immediately."

Trouble Ahead

Now, the "No Child Left Behind Act" of 2001 raises the stakes higher by potentially putting in jeopardy nearly $1 billion a year in federal Title I school aid. That's how much California stands to lose if state officials cannot find a way to recruit enough qualified teachers to satisfy the law's requirements.

Anxious over the possible fallout from the federal law, California state officials already have butted heads with Washington lawmakers and federal education officials over what should constitute a "highly qualified" teacher, given the state's challenges.

VITAL STATISTICS

8,757	Public schools
305,000	Public school teachers
6,248,000	Pre-K-12 students
$43 billion	Annual pre-K-12 expenditures
62.6%	Minority students
22.8%	Children in poverty
10.7%	Students with disabilities
24.9%	English-language learners

(See "Sources.")

In a nutshell, one top state education official calls the federal law "too inflexible." Meanwhile, a California congressman who helped write the law accused his state of downplaying its number of underqualified teachers.

California officials were working with federal staff to revise their definitions.

In the best of circumstances, California likely would have had a tough time keeping up with local demands for qualified teachers. But in 1996, then-Gov. Pete Wilson, a Republican, successfully pushed through a program aimed at lowering K-3 class sizes statewide to 20 pupils.

Widely hailed as a bold step toward improving student performance, the effort at the same time greatly expanded the need for qualified teachers.

Secretary of Education Kerry Mazzoni, an appointee of Wilson's Democratic successor, Gov. Gray Davis, says that before the class-size-reduction program was implemented, only 4 percent of California's teachers were working with emergency credentials or waivers. "Overnight, we had to hire 20,000 new teachers," she says.

According to state data, about 42,000 of California's more than 300,000 teachers were uncertified in the 2000-01 school year, up from about 35,000 in 1997-98. Meanwhile, the average years of experience of California teachers dropped from 13.2 in 1997-98 to 12.6 in 2000-01.

In retrospect, many state leaders agree the class- size program was started too hastily, without a phase-in period, but they stand by it as a means of improving academic performance.

But several reports released last year question the effectiveness of the program, arguing that too many underqualified or inexperienced teachers were working with emergency licenses, especially in schools where students need the most help.

According to a 2001 report by the California Commission on Teaching and Learning, an independent group of educators, scholars, and researchers, nearly half the state's first- and second-year teachers were not fully certified in 2000-01. And with about half the current teaching force over the age of 45, the state is struggling to meet long-term demands for new teachers as the K-12 enrollment grows by about 100,000 students annually.

Alternative Routes

In recent years, the state has put many resources into alternative routes for teacher certification as a method of chipping away at its shortages. About 20,000 teacher-candidates are now seeking certification through such routes.

For example, the California School Paraprofessional Teacher Training Program lays out a path by which teacher aides can work toward college degrees and full certification.

Meanwhile, teacher interns, who already have passed the state's basic-skills test for teachers and subject-matter requirements but have not completed their teacher-preparation coursework, are allowed to teach while they gain experience and earn full teaching credentials. A "pre-intern" program also allows individuals who have bachelor's degrees but have not fully completed the state's subject-matter requirements or teacher-preparation coursework to work while they take the classes and exams needed for full teaching licenses.

To help improve teacher quality in high-need districts, California set up six regional recruiting centers two years ago to match academically struggling and low-income districts with certified teachers—a move that observers applaud as highly successful.

The state also gives grants to needy districts for signing bonuses, housing assistance, or smaller classes for new teachers. In addition, schools in the bottom 10 percent on state tests receive an extra $400 per student that can be used for teacher recruiting or training. So far, Mazzoni says, that program has been a great hit as well. The legislature allotted $441 million in fiscal 2002 and $325 million in this year's budget for the effort.

And to encourage more teachers to aim for national certification, California offers one-time, $10,000 bonuses to teachers who pass muster with the National Board for Professional Teaching Standards, and another $20,000 for those who agree to teach in low-performing schools for at least four years.

Some high-rent areas of California have offered housing subsidies or even built housing to attract teachers.

While some observers have praised the state's efforts, they also argue that more needs to be done. At the very least, Kirst of Stanford University says, the state needs more time to recruit and train enough teachers to meet the mandates of the No Child Left Behind Act.

'Audacious and Reckless'

The law requires states to ensure all classrooms in core academic subjects have "highly qualified" teachers by the end of the 2005-06 school year. In programs receiving federal Title I aid, all newly hired teachers were to be "highly qualified" beginning in the current school year.

The U.S. Department of Education has indicated that it may give states leeway in how they define a qualified teacher. The California board of education took that signal to heart last August, when the state proposed that its "pre- intern" population, which included nearly 10,000 teacher candidates, be counted as meeting the federal definition of highly qualified.

California's proposal angered U.S. Rep. George Miller, a Democrat from the state and a chief architect of the federal law. He accused state officials of trying to sidestep the law's intention and to "deliberately misrepresent the alarmingly high number of underqualified teachers."

"The California criteria fell short of the federal requirements in almost every respect," Miller wrote in a letter to the state board. "This is an audacious and reckless action."

Mazzoni, the state education secretary, contends the federal law is too inflexible: "We are absolutely practicing and implementing the intent of the law, but we feel our standards are very high for teachers ... and we are concerned we'll be penalized for that."

Meanwhile, the Education Trust, a Washington-based advocacy group for disadvantaged students, reported last year that 27 percent of California's secondary school classes were taught by teachers who did not have majors or minors in the subjects they taught.

Further, the group reported that the least experienced and least qualified teachers were the most likely to be teaching the state's neediest students in high-poverty schools.

Russlynn Ali, the director of the Education Trust's Oakland, Calif., office, adds: "We're not saying they're unqualified—they're underqualified."

—Joetta L. Sack

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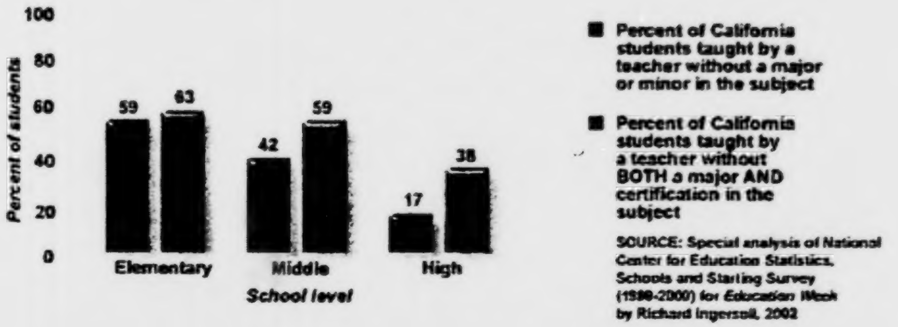

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Colorado

Colorado has taken several steps in recent years that get it on track to ensuring that every classroom will be led by a highly qualified teacher within the next few years, its education leaders believe.

"We may be much further along, as our teacher-preparation programs and state licensing of teachers require not only content competence, but also demonstrated proficiency in teaching the content to students," says Dorothy Gotlieb, the director of professional services in the Colorado education department.

But the state faces perennial teacher shortages in some subjects and some geographic areas, and some Coloradans fear the teacher-qualification mandate of the federal "No Child Left Behind" Act of 2001 could exacerbate those challenges.

"Our state has rural areas, urban areas, and some unique ski-mountain towns that have a hard time attracting teachers," says Eric Hirsch, the executive director of the Alliance for

Colorado Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	?
8th graders proficient or above in math (2000)	?
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
• **Standards and Accountability**	B
• **Improving Teacher Quality**	C-
• **School Climate**	?
• **Resources: Adequacy**	C-
• **Resources: Equity**	C

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

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Quality Teaching. The alliance is a nonprofit organization in Denver that researches and supports teacher-quality issues for the state. It is backed by a number of school districts, education groups, foundations, and other members.

In the 2001-02 school year, the state issued more than 800 emergency teaching licenses to individuals who did not meet the normal requirements. Most observers consider that an alarming number, but it was the only solution for shortages in mathematics, special education, and other specialties.

Such measures will not meet the federal demand that, by the end of the 2005-06 school year, all teachers in all schools in core academic subjects meet the definition of "highly qualified." The state does not currently keep statistics on the distribution of qualified teachers, but it hopes to begin doing so when it settles on quality indicators, says Gotlieb.

The state took a big step four years ago by revamping the accreditation of its teacher-preparation programs and providing a new alternative-licensure option. The 1999 measure withdrew state approval of Colorado's 16 teacher-preparation programs and required them to reapply for approval in conformance with new performance-based standards, such as a requirement that each teacher-candidate complete at least 800 hours of supervised field experience.

The alternative-licensure system, meanwhile, established "teacher in residence" programs that require districts wanting to hire college graduates without teacher training to shepherd such candidates through on-the-job training. Colorado also still has an older alternative-licensing program. The teacher-in-residence program had more than 300 participants last year, while the older alternative program had some 280 candidates.

"About a quarter of the folks we're preparing as teachers in the state are going through these alternative routes," says Hirsch.

VITAL STATISTICS

1,590	Public schools
43,000	Public school teachers
742,000	Pre-K-12 students
$4.6 billion	Annual pre-K-12 expenditures
31.8%	Minority students
14.2%	Children in poverty
9.8%	Students with disabilities
8.5%	English-language learners

While Colorado has many strong traditional teacher-preparation programs, they don't fulfill the state's need for new teachers in a given year. The traditional programs graduated about 1,900 students last year, but the state issued more than 2,000 licenses to teachers from outside the state.

"We are a net teacher-importer," Hirsch says.

While the state is taking the federal requirement for highly

(See "Sources.")

qualified teachers seriously, Colorado's strong tradition of local control of education will ultimately give districts a central role in the process.

But Gotlieb of the state education department notes that the state is developing an education jobs Web site that will be aimed at helping those districts with vacancies in specific subjects or in underperforming schools. The site is scheduled to go online some time this year.

A couple of other state programs merit mention. The state has a privately funded college-loan-forgiveness program for teachers in hard-to-staff fields such as math and science. But only 50 people have signed up, even though the program is budgeted for as many as 1,600.

"It's not very well advertised," says Hirsch.

Last year, the state appropriated $4 million to recruit and retain teachers in 30 low-performing schools, 21 of them in Denver.

As of last fall, Colorado policymakers were still working on the state's definition of "highly qualified" under the federal mandate. Hirsch worries that despite the reverence for high-caliber teachers, writing the definition is really an exercise in setting the minimal teaching qualifications that will be accepted in public schools.

"We may not take the highest road we can take, and I worry about that for the profession," he says.

K-12 Unscathed

Colorado's 2002 legislative session was generally a time for tinkering with education policy, not for making big changes. Despite the worsening economy and the need for state budget cuts, precollegiate education was largely spared because of Amendment 23, the state constitutional measure that requires Colorado to increase funding for public schools at the rate of inflation plus 1 percent for 10 years. Last year was the second year that the measure was in effect.

The only major change in student accountability was the passage of a measure that requires the education department to ensure that the state's student assessments can be used as diagnostic tools for improving individual student performance, not just for snapshots of state or district progress.

A task force appointed by Republican Gov. Bill Owens recommended making the Colorado Student Assessment Program test reports more understandable to the average parent. The task force called for giving better definitions of terms such as "proficient" and "partially proficient."

—Mark Walsh

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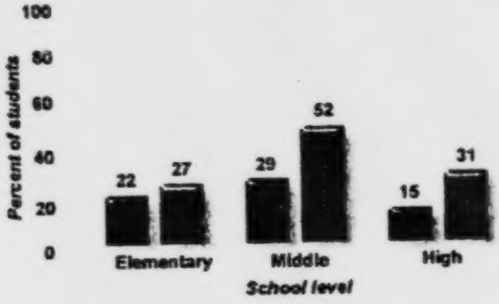

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Connecticut

The "teacher gap" in Connecticut has long been little more than a narrow crack. But now, that crack is starting to widen.

With one of the highest average teacher salaries in the country, and an enviable supply of education school graduates, the state's concentration of underqualified educators pales compared with that of many other states.

Statewide, 805 Connecticut teachers were working under emergency permits in the 2001-02 school year, with the greatest concentration in urban and rural areas. While that represents less than 2 percent of the state's total teaching force, the number was just 35 in 1997- 98.

Connecticut Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	**32%**
8th graders proficient or above in math (2000)	**34%**
4th graders proficient or above in science (2000)	**35%**
8th graders proficient in science (2000)	**35%**
• **Standards and Accountability**	**B**
• **Improving Teacher Quality**	**B**
• **School Climate**	**B-**
• **Resources: Adequacy**	**A-**
• **Resources: Equity**	**D**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

Among the state's 166 school districts, the seven most impoverished ones account for a quarter of all nonlicensed teachers. Most of the teachers hold "durational shortage-area permits," an emergency designation that lets districts hire as teachers individuals without education coursework or student-teaching experience. Permit holders, however, must have completed 12 hours of college classes in the subjects they plan to teach, pass a basic- skills test, and enroll in a teacher-preparation program.

"Down the road, this is going to be a large problem, unless steps are taken to address it," says Andrew Lachman, the executive director of the Connecticut Center for School Change, a public-policy group in Hartford.

The state projects more than 40 percent of its teachers will retire over the next decade, putting a strain on the current supply of new teachers.

Tapping New Supplies

In response, the state has expanded its Alternate Route to Teacher Certification program, an accelerated track into the profession that nonetheless provides candidates with training in teaching methods. With training centers in Hartford, New Haven, Bridgeport, and New London, the highly selective program prepared 378 teachers last year, compared with typical cohorts of about 165 in past years.

Along with a well- established, eight-week, full-time summer training component, the ARC initiative last year added a part-time option that takes place on weekends from October to May, an attractive alternative for career-changers. Supported mostly by federal money and by the $3,000 fee charged to each participant, the summer and part-time tracks include time in which candidates work in classrooms supervised by experienced educators.

Some other ideas for expanding the pool of recruits haven't borne fruit. In each of the last two legislative sessions, Connecticut lawmakers failed to take action on a plan to allow retired public school teachers to return to work full time without facing a penalty to their pensions.

VITAL STATISTICS

1,073	Public schools
41,000	Public school teachers
570,000	Pre-K-12 students
$6 billion	Annual pre-K-12 expenditures
29.9%	Minority students
13.3%	Children in poverty
13.1%	Students with disabilities
3.6%	English-language learners

"These teachers have the opportunity to apply for positions and still retain their teacher retirement everywhere except the public schools in Connecticut," says Tom Murphy, an education department spokesman. "That bars an important labor pool from serving public school classrooms."

In a hearing before state lawmakers early last year, New Haven Superintendent Reginald R. Mayo proposed a bill to offer

(See "Sources.")

$3,000 bonuses to beginning teachers in Connecticut schools serving the poorest communities. But the measure—aimed at giving high-need schools a more competitive edge in the market for new teachers—went nowhere.

Increased Teacher Transfers

Legislators have created a mortgage-assistance program for teachers in shortage subject areas or who live and work in low-income communities. Since 2000, 121 teachers have taken advantage of the program. Beyond that, Connecticut has done little in recent years to make its highest-need schools more competitive in the quest for qualified teachers. According to one state report, teacher transfers between districts in the state tripled between 1995 and 2000.

State officials say they're well aware of the issue. Each fall, the Connecticut Department of Education compiles a "hiring report" that tracks, among other trends, the use of the shortage- area permits and long-term substitute teachers. The same document has shown that teaching specialties experiencing the greatest shortages statewide include mathematics, science, special education, and world languages.

The state agency's annual performance reports, issued for each school, also show buildingwide teacher- turnover rates and information on teachers' qualifications and years of experience.

Looking ahead, Commissioner of Education Theodore S. Sergi says it may soon be time to put state dollars toward trying to draw more qualified teachers to high-need schools.

"I think a city teacher makes as much as suburban teachers, in many cases," he says. "But the question is: Should they be making more? I think that's an issue we need to face up to in Connecticut."

Such a move wouldn't be unprecedented. When the Constitution State embarked on an overhaul of its education policies in 1986, raising teacher quality was a major thrust. While revamping state licensing requirements for educators, the legislature also allocated money to help districts meet new statewide minimum salaries for teachers. The change not only made the state as a whole more competitive, but also helped equalize teacher pay throughout Connecticut.

"Probably, every 15 to 20 years, you have to look at your statewide issue of salary and see if you have an increased disparity," Sergi says.

Looming Concerns

Prospects for additional state money for teacher salaries aren't good, however. Throughout the 2002 legislative session, Connecticut lawmakers faced ever-growing projections of revenue shortfalls. As a result, they lopped off nearly $20 million from the fiscal 2003 budget for pre-K-12 education, first agreed upon when they passed a two-year spending plan in 2001.

Still, in passing a revised budget of $2.01 billion for precollegiate education, they spared the plan from even deeper cuts called for early last year by Gov. John G. Rowland, a Republican.

What's more, a few key programs won increases, including state funding for magnet schools and charter schools. Both initiatives are central to the state's response to a 1996 school desegregation order. Although plaintiffs in the case, known as *Sheff* v. *O'Neill*, have argued that the state's remedy is inadequate, last summer they began meeting with state officials to explore reaching a settlement.

Few new pieces of education legislation survived last year's anxiety over the economy. For the second year in a row, the state legislature did not act on a bill that would have set new standards on indoor-air quality for schools. The body did approve a measure requiring schools to monitor and respond to bullying, as well as a mandate that schools allow time each day for the Pledge of Allegiance.

As with virtually all states, Connecticut is having to retool its school accountability programs to meet the new federal requirement to test students in reading and mathematics in grades 3-8.

But Commissioner Sergi believes the mandate won't be too much of a stretch. Connecticut has long mandated statewide testing in grades 4, 6, 8, and 10. In addition, it has offered voluntary testing in grades 3, 5, and 7 to districts interested in gauging interim progress.

Scaling up to meet the new federal testing rules will cost an estimated $12 million, says Sergi, adding that the state is getting $5.4 million in federal aid to do so.

"For a lot of people, this isn't a lot of new testing," he says.

Still, Connecticut education officials see reason for concern. The cuts in this year's budget are seen by many as a short-term fix amid a long-term economic slump. The fear is that further belt-tightening at a time of increased expectations for schools could result in real problems down the road.

"The coming two or more years," says Sergi, "are really going to challenge us in terms of revenue shortfalls at every level, and in terms of the need to maintain what we have done and continue to improve."

—Jeff Archer

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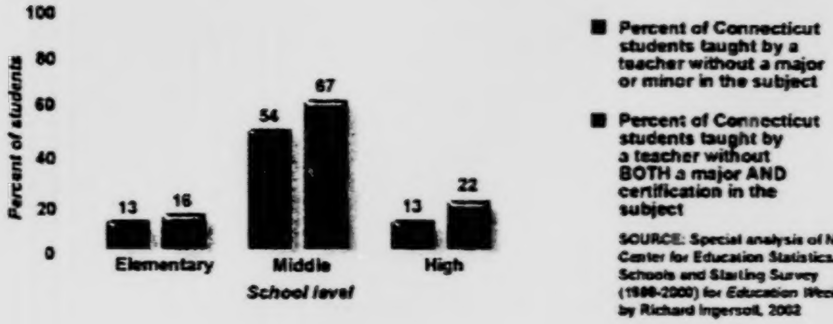

SOURCE: Special analysis of National Center for Education Statistics, Schools and Staffing Survey (1999-2000) for *Education Week* by Richard Ingersoll, 2002

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THE TEACHER GAP
- Executive Summary
- Feature Stories
- Teacher Quality Data

SURVEY OF THE STATES
- State Report Cards
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Delaware

While Delaware is already knee-deep into the issue of teacher quality, the state is only in the beginning stages of exploring—and then attempting to close—what appears to be a teacher-quality gap between the state's poorer, rural districts in the south and its urban, wealthier districts in the north.

Over the past year, education officials kept busy making a long list of changes to help prepare teachers, evaluate them, keep them from leaving the field, and ensure they get meaningful training during their careers.

The changes, passed by the legislature in June 2000, are part of an overall shift in the state on educational policy that includes an emphasis on student accountability and school accountability. The law laid out a handful of aggressive efforts on teacher quality, and it mandated creation of the state's 15-member professional-standards board, which oversees the implementation of the law and reports to the state board of education.

Delaware Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	?
8th graders proficient or above in math (2000)	?
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
• **Standards and Accountability**	A-
• **Improving Teacher Quality**	D+
• **School Climate**	?
• **Resources: Adequacy**	A
• **Resources: Equity**	B

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

View the percent of students taking classes with under-qualified teachers in Delaware.

Jump to this state's vital statistics.

View all Delaware data or compare data among states.

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The changes tackle nearly every facet of becoming certified as a teacher and remaining in the teaching profession in Delaware, which has 19 school districts and nearly 200 public schools.

The New System

Under the 2000 state law, the programs that train teachers are being re-evaluated to ensure consistent, high-quality preparation. The focus is on making sure potential teachers learn specific skills, says Patricia Carlson, the executive director of the Delaware Professional Standards Board.

Within a year, a three-tiered licensing system will take effect. The initial license will be valid for three years, during which time teachers will receive mentoring. Delaware already has a local mentoring program, but it will be standardized, and mentors will themselves get additional training. Teachers must get at least two out of three satisfactory evaluations to apply for the second type of license—a "continuing license," valid for five years and renewable.

During that five-year period, teachers must complete 90 hours of professional development. Teachers also may opt for an "advanced license," valid for a decade for those who get certification from the National Board for Professional Teaching Standards.

But Pam Nichols, the director of the 10,000-member Delaware State Education Association, says details still need to be worked out. "We have concerns that there will not be professional development available for all the disciplines of every teacher," she says.

VITAL STATISTICS

191	Public schools
7,500	Public school teachers
115,000	Pre-K-12 students
$1.1 billion	Annual pre-K-12 expenditures
39.3%	Minority students
15.0%	Children in poverty
13.8%	Students with disabilities
2.0%	English-language learners

(See "Sources.")

Nichols says teachers in specialized areas like chemistry or library science, for example, may not be able to find 90 hours that fit the state's criteria.

Annual evaluations for teachers also have changed. The state law requires that student improvement be factored into each teacher's annual assessment. Officials say they'll use students' performance on the Delaware Student Testing Program as a measure.

But it's complicated. Officials say that other criteria, such as student attendance and poverty levels, will be factored in. And overall school improvement will be used in the evaluations of teachers whose disciplines, such as art and physical education, are not tested.

For teachers who receive unsatisfactory evaluations, districts must establish plans for improvement. A pattern of unsatisfactory reviews can be cause for dismissal. Officials hope to get some training for the new evaluation started this school year, but they say the system as a whole likely won't be implemented for several years.

All of this new focus on assessment and teacher education could stress a teacher population already stretched to the limit. But Delaware education officials say other changes in the law will compensate to keep experienced teachers in the system and attract others.

For instance, the pay scale for teachers has been revamped. Under the 2000 law, teachers have more opportunities to increase their salaries based on factors other than years in the profession and graduate credits. Teachers can get stipends for taking on extra responsibilities, such as mentoring or working on curriculum committees. They can also earn an additional 2 percent to 6 percent above their salaries for working on professional development. For example, 90 credit hours of professional development will earn a 2 percent salary increase. In addition, teachers who receive national certification will receive a 12 percent salary increase.

Delaware, one of the few states that ended fiscal 2002 with surpluses, has allocated about $28.5 million for teacher-quality efforts in 2003, says Michael L. Morton, the chief of fiscal policy for the state controller general. The overall state education budget for fiscal 2003 totaled $795 million, up about 2.8 percent from $773 million last year.

Closing the Gap

Despite all the state's teacher-quality efforts, more will have to be done when it comes to closing the gap between the qualifications of teachers in high- and low-poverty schools. That gap is particularly an issue in the southern portion of the state.

Delaware does not collect data on whether teachers are qualified or not, says William Barkley, Delaware's director of professional accountability until his retirement last year. However, state officials are currently building a new database to go along with the altered teacher-licensing system that will make that information available. The state has made no special efforts to make sure rural and high-poverty areas get their share of highly qualified teachers, Barkley says.

Given the demographic split between rural and urban areas, that is a concern, he says.

But Carlson says efforts in the beginning stages could help make sure that highly qualified teachers stay where they're most needed. A December 2001 survey by the Delaware Department of Education confirmed the high-poverty, rural school districts in the state have significantly more teacher turnover than other districts in Delaware.

In the future, officials say, Delaware may consider sharing teachers in nearby districts in specialized subjects like physics or calculus. The state also may seek federal aid to provide scholarship support to people seeking to be teachers who commit to teaching in specific districts.

In addition, the state hopes to use mentoring and its Future Educators of America group to identify students with an interest in teaching and to nurture their connections to their home districts.

—Michelle R. Davis

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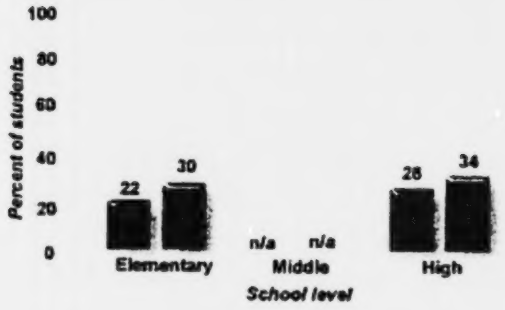

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District of Columbia

After years of struggling to find an adequate supply of qualified teachers to serve in the District of Columbia's public schools, administrators in the nation's capital are learning from the successes of several new recruitment programs. Sometimes, all you have to do is ask in the right way, they've found, and the teacher- candidates will follow.

Working with the New Teacher Project, a New York City-based nonprofit group that helps districts and states improve recruitment and retention, the school district examined its past practices and made changes that resulted in a significantly larger pool of applicants for the 2002-03 school year.

District of Columbia Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

- **Student Achievement** (NAEP)

4th graders proficient or above math (2000)	6%
8th graders proficient or above in math (2000)	6%
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
• Standards and Accountability	D+
• Improving Teacher Quality	C
• School Climate	D+
• Resources: Adequacy	—
• Resources: Equity	—

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

But even as the school system has made great strides in teacher recruitment, school leaders in Washington acknowledge they have much work to do in collecting data on teacher quality. Ken Bungert, the director of educational credentialing and standards for the district, says that the school system's data infrastructure is not yet equipped to provide

View the percent of students taking classes with under-qualified teachers in District of Columbia.

Jump to this state's vital statistics.

View all District of Columbia data or compare data among states.

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administrators with school-by-school comparisons on teacher qualifications.

This past fall, Bungert estimated that the district was "about a year away" from being able to tell, for example, whether a teacher hired to teach mathematics was also teaching science. "We should be able to produce a profile of every school in the district and tell them what percentage of their courses are being taught by fully certified teachers," Bungert says. "The data is out there, but it's just a matter of centralizing that information."

In the meantime, by working more closely with selected schools of education, communicating more often with applicants, and generally making the whole process more data-driven, the city's schools generated more than 3,500 applications for 500 teaching positions for the current school year.

Roughly 1,000 applicants, all of whom had at least a bachelor's degree in education, were culled for initial interviews, says David Sigler, the director of teacher-recruitment services.

As a result, the district started the school year with only about five teacher vacancies, compared with 50 or 60 in previous years.

"I think there's a high number of qualified people who want to teach in the district," says Sigler. "It's a matter of refining the structures you use to connect those people with schools here."

Promising Start

The District of Columbia system has also found success in recruiting midcareer professionals through a program known as the D.C. Teaching Fellows. Now in its second year, the program places about 100 people a year in district schools. Designed for professionals with no prior teaching experience, the program provides intensive training for new candidates over the summer.

VITAL STATISTICS	
165	Public schools
5,200	Public school teachers
68,000	Pre-K-12 students
$754 million	Annual pre-K-12 expenditures
95.5%	Minority students
30.5%	Children in poverty
15.4%	Students with disabilities

Through an arrangement with American University and George Washington University, both of which are in Washington, the fellows are expected to go on to complete the coursework required for certification or a master's degree. Fellows are given a 50 percent reduction in tuition at the universities, and the district pays an additional $7,000 toward their tuition bills. All of the people who signed up as a part of the program's first year have returned to complete

6.7%	English-language learners

(See "Sources.")

the second year of their two-year commitments.

"The intention is really to get these people to switch over and change to a teaching career," Sigler explains. "The principals are excited about them. They're serving in areas of critical need."

School officials in Washington say that a recent salary hike for teachers may also have served to attract additional candidates to the District of Columbia schools. Under a contract approved by the board of education in May of last year, and retroactive to fall 2001, teachers will receive a pay hike totaling 19 percent over the course of three years. That move, officials say, makes the city school district competitive with neighboring suburban districts in Maryland and Virginia.

Still, city school leaders estimate that 300 to 400 teachers out of the district's approximately 5,000-person teaching pool are working with provisional licenses, through which qualified individuals with bachelor's degrees can teach for three years while they complete the course requirements to become fully certified. The school system is not able to eliminate provisional licenses entirely, Bungert says, but it is looking toward raising the standards for incoming teachers in order to meet the federal requirements for teacher qualifications contained in the "No Child Left Behind" Act of 2001.

Meanwhile, many schools in the District of Columbia are still adjusting to the administrative overhauls ordered by Superintendent Paul L. Vance in an effort to improve the city's lowest-performing schools. At the start of the 2002-03 school year, 26 of Washington's public schools were staffed with new principals. Five of those principals were placed in "transformation" schools—ones where all staff members had to reapply for their jobs. Those changes came on top of the reconstitution of nine schools in 2001.

So far, academic progress at the reconstituted schools has been mixed: Some of the nine reconstituted schools showed gains on the Stanford Achievement Test-9th Edition, while others logged declines. Districtwide, however, standardized-test scores increased in 2002 in most schools and grade levels, even as district officials acknowledged that too many students continued to show deficiencies in reading and mathematics.

—Jessica L. Sandham

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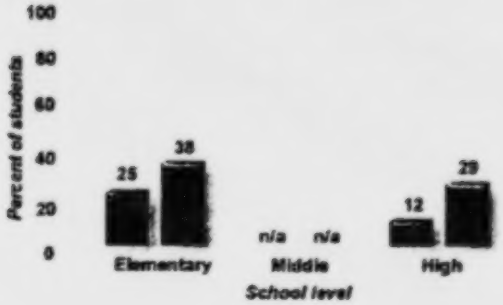

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Florida

Despite the many pathways Florida has laid out to those who want to teach, the Sunshine State has the same teacher shortages much of the nation faces, especially in urban and rural areas.

More than 162,000 new teachers and paraprofessionals will be needed in Florida public schools by 2010, according to a report last year by a Florida School Boards Association task force on recruitment and retention.

If the estimates are correct, the state needs to add 16,000 teachers a year for the next eight years. High numbers of retirements and droves of teachers who leave the field early are to blame, the report says. A majority of the early departures, it notes, were by teachers who were pregnant or raising children.

Finding so many new educators might require years of focused attention on the problem. State officials say Florida is on its way.

Florida Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	?
8th graders proficient or above in math (2000)	?
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
• **Standards and Accountability**	A
• **Improving Teacher Quality**	C-
• **School Climate**	?
• **Resources: Adequacy**	D+
• **Resources: Equity**	B

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

View the percent of students taking classes with under-qualified teachers in Florida.

Jump to this state's vital statistics.

View all Florida data or compare data among states.

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Republican Gov. Jeb Bush, who won re-election in November, and his lieutenant governor, Frank Brogan, proposed a $169 million plan to address the teacher shortage.

The state and several school districts, meanwhile, are sharing $10 million in federal grants to help recruit teachers to work in the neediest schools.

With the federal grant, new teachers who agree to work in high-need districts will be eligible for $3,500 annual bonuses for their first three years, and $1,500 bonuses for each of the following two years. High-poverty districts and those with lower grades on the state's report cards will get priority.

The bonus initiative came after the legislature stopped paying for stipends of up to $3,500 for teachers who switched from schools that had improved their test scores to schools that were still struggling.

Florida makes it easy for people who want to switch from other professions into teaching. The state allows professionals to teach in public schools without regular credentials, provided they can pass standard subject-area teacher tests.

To recruit more principals, the legislature decided last year that any proven professional manager could apply to be a principal; the standard school leadership certification no longer is required.

VITAL STATISTICS

3,231	Public schools
136,000	Public school teachers
2,500,000	Pre-K-12 students
$15.6 billion	Annual pre-K-12 expenditures
46.5%	Minority students
21.9%	Children in poverty
15.0%	Students with disabilities
9.9%	English-language learners

(See "Sources.")

Even so, Florida struggles to find the mathematics, science, special education, and technical education teachers it needs, says Betty Coxe, the state's deputy commissioner for education programs.

As the state tries to meet the requirements of the "No Child Left Behind" Act of 2001, Coxe says guidance from the U.S. Department of Education and prominent education groups has been helpful. But she adds: "When push comes to shove, you have to define this for yourself."

In Florida, that has meant beefing up teacher-licensure exams to include tougher questions and higher passing requirements in subject areas.

Florida also wants to expand its online teacher portal, www.teachinflorida.com, which includes job listings, lesson plans, and licensure information.

The state's secretary of education, Jim Horne, announced the launch of the Web site last year that teachers can use to communicate, to look up academic standards, and to get ideas for lessons. The site has seen hundreds of thousands of visits in the past year.

Coxe says the state also must do a better job of "cracking down" on provisional-license extensions, as the federal law will not allow them. The state was completing an internal report that would determine how many uncertified teachers, provisionally certified teachers, and others were working in Florida.

Money Matters

Florida may be home to one of the nation's strictest school accountability programs, but the state won't solve its teacher-hiring problems—or meet the federal law's mandates on teacher quality—until it improves pay and working conditions for teachers, says Tony Welch, a spokesman for the Florida Education Association.Welch contends that education suffered during the past four years under Gov. Bush, as state leaders focused on Florida's school grading system. That system emphasizes test scores and vouchers that in some cases provide public money for children to attend private schools, including religious schools.

The governor's education programs would do better to focus on issues like teacher quality, Welch says.

"What it has [done] in Florida is allow four more years to allow the public schools to be where they don't need to be," he says of the governor's tenure.

In Florida, 39 percent of secondary students in high-poverty schools are taught by teachers who lack even minors in their academic fields, according to an analysis of federal survey data conducted for *Quality Counts*, compared with 14 percent of secondary students in low-poverty schools. Nationally, nearly one- third of students in high-poverty schools are taught by instructors who lack even a minor in the subjects they teach.

The same pattern is true for high-minority schools in Florida, but to a lesser extent: Twenty-five percent of students in such schools are taught by teachers who lack at least a minor, compared with 17 percent in low-minority schools.

Florida is offering a substantial set of salary bonuses for some of its most accomplished teachers to help raise teacher quality.

Teachers who achieve certification by the National Board for Professional Teaching Standards can earn bonuses that equal 10 percent of the state's average teacher salary. Last school year, the bonuses were $3,823 each. Nationally certified teachers can double their bonuses if they provide documentation that they mentored another teacher through the certification process, or that they mentored a new or struggling teacher.

State lawmakers added one-time bonuses last year of $500 each for nationally certified teachers and for teachers who serve as mentors, meaning teachers could earn another $1,000.

Superintendent Art Johnson of the Palm Beach County schools says supplying knowledgeable, dedicated teachers to high-need schools can be tricky, and doesn't always come down to money.

Last year, Johnson's 162,000-student district offered $10,000 bonuses to teachers who agreed to work in a county school that had been rated as failing on the state report card and whose students had qualified for vouchers so they could transfer to private or other public schools.

The bonuses worked to some extent, leading 10 teachers to switch schools, Johnson says. But in another struggling school in Palm Beach County, more highly qualified teachers were attracted by smaller bonuses of $7,000 each and a combination of other factors, including a favorable work environment, the principal, and even the location of the school. "It's not because of the money," Johnson says.

—Alan Richard

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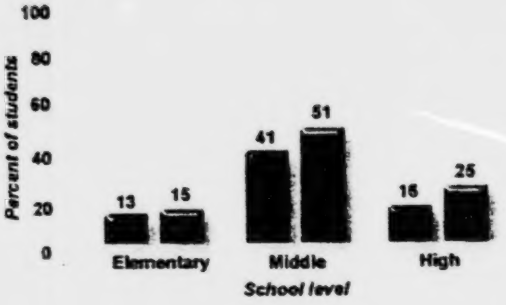

■ Percent of Florida students taught by a teacher without a major or minor in the subject

■ Percent of Florida students taught by a teacher without BOTH a major AND certification in the subject

SOURCE: Special analysis of National Center for Education Statistics, Schools and Staffing Survey (1999-2000) for *Education Week* by Richard Ingersoll, 2002

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Georgia

After collecting data on the quality of the teaching workforce in Georgia since 2000, officials of the state's Professional Standards Commission—the agency in charge of teacher recruitment—are beginning to identify trends among educators who work in schools with the greatest needs. And some of the commission's findings mirror what national studies have found.

For instance, in schools in poorer communities, turnover is higher than the state average, many teachers are working outside the areas they were trained to teach, and higher percentages of teachers are younger and less experienced.

But other findings were less predictable. For instance, state officials say schools with the greatest needs tend to have higher percentages of teachers approaching retirement.

As a result, needy schools are staffed primarily with educators on the brink of retirement and young, inexperienced teachers.

Georgia Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	**18%**
8th graders proficient or above in math (2000)	**19%**
4th graders proficient or above in science (2000)	**23%**
8th graders proficient in science (2000)	**23%**
• **Standards and Accountability**	**B-**
• **Improving Teacher Quality**	**C-**
• **School Climate**	**D+**
• **Resources: Adequacy**	**B**
• **Resources: Equity**	**D+**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

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The agency hopes it can begin using the information contained in the annual "Status Report of the Educator Workforce in Georgia" to better target its recruitment efforts throughout the state.

"We have a mechanism now to look at the data," says Cynthia E. Stephens, the director of the commission's division for educator-workforce research and development.

VITAL STATISTICS	
1,946	Public schools
98,000	Public school teachers
1,471,000	Pre-K-12 students
$11.2 billion	Annual pre-K-12 expenditures
45.3%	Minority students
21.8%	Children in poverty
11.3%	Students with disabilities
2.2%	English-language learners

(See "Sources.")

The division's first report, two years ago, focused on characteristics of teachers at the state and regional levels, including attrition rates and percentages of those teaching outside their fields. But the staff is now beginning to break those figures down to the district and school levels.

And last year, the division looked at a separate sample of 5,300 teachers in low- performing elementary and middle schools to gain a better understanding of the teaching workforce in those schools.

The division also conducts a retention survey to collect information from teachers on the factors that influence their decisions to leave teaching or stay in the profession. Stephens adds that collecting such data might also shed light on some assumptions that officials and the public might have about schools in poor areas.

"There are schools and classrooms that are high-poverty that are also high- performing," Stephens says. "We want to look at the variables there."

Hard-to-Fill Positions

Georgia, which has been facing a teacher shortage in general, has implemented several steps to recruit more teachers for hard-to-fill positions. In 2001, the state launched the Teacher Alternative Preparation Program, also known as Georgia TAPP, for aspiring teachers who have at least a bachelor's degree but did not go through the teacher-certification process when they were in college.

After the candidates receive job offers from districts, they enroll in a summer training course and then continue to take courses during the evening for two years while they are teaching.

Initially criticized by the Georgia Association of Educators, the state's National Education Association affiliate, the program appears to have been successful. Of the 756 participants who went through the first program in 2001, 6.9 percent decided they would rather not be teachers. That first-year attrition rate, however, is lower than the overall rate of 14 percent statewide.

Fran Watkins, the Professional Standards Commission's director of educator preparation, said she had not yet reviewed the data to determine how many of those 756 teachers were assigned to classrooms in low-performing or poor and minority schools. But she says those are usually the schools with the greatest shortages.

A new research project has also begun to evaluate TAPP teachers.

What's more, a pilot project is under way involving the 24,400-student Bibb County school district, in the central part of the state, and Wesleyan College in Macon, Ga., to give TAPP candidates additional skills to work in urban schools.

Last year, Gov. Roy Barnes, a Democrat who lost his 2002 re-election bid, also signed a measure into law allowing retired teachers to return to teaching full time without losing their pensions, as long as they work in low-performing schools. Previously, retirees could take only part-time positions.

In addition, the state has begun participating in the national Troops to Teachers program, an effort to draw retired, active, or reserve military personnel into teaching in high-need areas. As of last year, 565 retired or active-duty military members had expressed interest in teaching in Georgia, according to Stephens. So far, 217 have taken teaching positions. She notes that the standards commission has hired a retired U.S. Army major to help create links between military bases and schools.

With what Stephens calls a "full-focused marketing plan" that includes TeachGeorgia.org—a teacher-recruitment Web site—the commission is also strengthening its efforts "to cultivate and actually keep more of the actual graduates of teacher preparation." Currently, only 60 percent of those who graduate from teacher education programs in the state actually take teaching positions in Georgia.

Besides the state initiatives, some school systems are increasing their efforts to fill vacancies in the classroom. One trend is year-round recruitment.

And the 55,600-student Atlanta school system—where only four schools don't serve disadvantaged students—has applied to provide its own Georgia TAPP program, meaning that it would offer positions to the candidates as well as provide the training.

Even though the state education system experienced cuts during 2002, the budget for efforts in teacher recruitment, certification, and retention increased.

Grading Schools

During 2002, implementation of the state's new accountability system continued as policies were approved that will affect how students or schools will be graded.

For instance, the Office of Education Accountability announced that the scores of limited-English-proficient students on state tests would not count toward a school's "grade" until those students had been in the United States for at least two years.

And the state's Education Coordinating Council adopted standards for schools to meet in student attendance. "Exemplary" scores will go to schools in which no more than 5 percent of the students miss more than 15 days; schools with 5 percent to 15 percent of students missing more than 15 days will get "acceptable" marks; and schools in which the proportion is higher than 15 percent will get "unacceptable" marks.

A school's attendance rate is one of 10 criteria that will appear on its report card. Attendance will not, however, contribute to a school's overall grade, which will be used to determine whether schools receive cash rewards for improving achievement or are in need of intervention from school improvement experts.

The accountability office has been issuing school report cards, but the 2003-04 school year will be the first one in which there will be rewards or intervention based on ratings for elementary and middle schools. During the 2004-05 school year, high schools will be targeted for rewards or intervention.

As Georgia schools were working to improve performance in anticipation of the report cards, the state board of education announced it would begin a two-year revision of the state's academic standards, known as the Quality Core Curriculum. The board's move was in response to a Phi Delta Kappa International curriculum audit that described the curriculum as "bulky" and lacking in rigor.

This summer, academic-content standards for specific grade levels will be rewritten. Staff development will begin in 2004, and the standards will be implemented in classrooms during the 2004-05 school year.

Outgoing state Superintendent Linda C. Schrenko criticized the process, saying the audit was poorly timed considering the state was already in the midst of a reform effort.

The superintendent, a Republican who ran unsuccessfully for her party's nomination for governor last year, protested other actions by the state board, which was appointed by her political rival, Gov. Barnes. For example, when roughly $9.3 million was transferred from the department of education to other agencies now performing education functions, Schrenko called the actions "illegal and improper."

—Linda Jacobson

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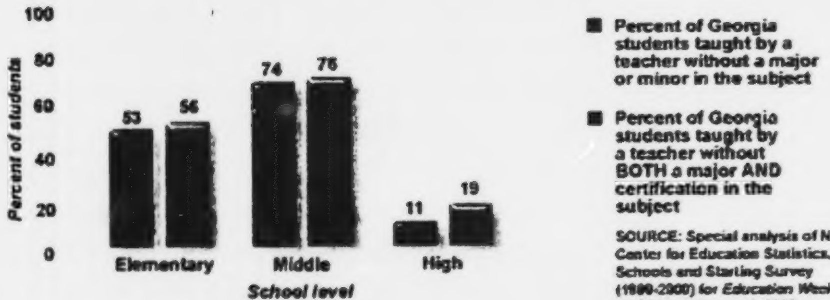

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The Teacher Gap

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Hawaii

With new federal aid that Hawaii is expecting to get from the "No Child Left Behind" Act of 2001, state education officials hope to close some of the gaps they currently have in their knowledge of the state's teaching workforce.

For example, information on teachers needs to be better linked to data on students, says Amy Yamashita, the Hawaii Department of Education's head administrator for certified personnel.

"We know who's certified in what, but we don't always know what they're teaching," she says. "That is going to be our first task."

A new report, which the education department must submit annually to the Hawaii Teacher Standards Board—which just became responsible for licensing teachers in 2002—is also expected to shed light on the cases in which the department has had to hire unlicensed personnel to fill vacancies. And it will provide information on how often those cases involve needy or low-performing students, says Sharon Mahoe, the executive director of the standards board.

Hawaii Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	**14%**
8th graders proficient or above in math (2000)	**16%**
4th graders proficient or above in science (2000)	**16%**
8th graders proficient in science (2000)	**15%**
• **Standards and Accountability**	**D+**
• **Improving Teacher Quality**	**C-**
• **School Climate**	**C-**
• **Resources: Adequacy**	**B-**
• **Resources: Equity**	**A**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
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"It's the board's way of holding the department accountable for those instances where they choose to emergency hire," she says.

The yearly report, which does not yet have a formal title, will provide information on where those employees are working and what subjects they are teaching, and describe the students in their classes.

Dealing With Shortages

State law, Mahoe explains, allows the department to "emergency hire" unlicensed teachers in areas in which teacher shortages exist, such as special education, mathematics, and science, and in schools that are in geographically remote areas of the island state—which may or may not serve poor or low-achieving students.

The department, however, is also required to report on the progress those employees have made toward earning their certificates, such as the college courses or professional-development activities they have completed. Teachers hired on an emergency basis have four years to earn their licenses.

The standards board is also launching an online licensing and relicensing system, which Mahoe says should provide the department with a good source of data that state officials can use to target their recruiting efforts.

Finally, the board is in the process of revising its requirements for teachers who are being relicensed. The proposed rules, which were to be presented in a public hearing last year, include requiring teachers to each prepare a professional-growth plan. In the plan, the teachers would need to demonstrate their knowledge of the content areas they are teaching and show what they are doing to master another of the 10 standards for teachers.

VITAL STATISTICS	
261	Public schools
11,000	Public school teachers
185,000	Pre-K-12 students
$1.3 billion	Annual pre-K-12 expenditures
79.6%	Minority students
15.0%	Children in poverty
11.9%	Students with disabilities
6.9%	English-language learners

The education department is working on several fronts to strengthen its recruiting efforts and improve the skills of teachers already on the job in the statewide public school system.

Hawaii's teacher education programs produce fewer than half the teachers needed to fill the state's classrooms. Therefore, the department recruits heavily on the mainland. The problem is that teachers hired from outside the state stay

(See "Sources.")

in Hawaii an average of only three years, Yamashita says.

The state has offered retention bonuses, and it is hoping to use some of its new federal funds to gather data on how effective those incentives have been.

During the 2001 session, the legislature also passed a series of incentives to address the shortage of teachers. One allows retired teachers to work in classrooms where the needs are the greatest without losing their pension benefits, Mahoe says.

Incentives were also approved for teachers who seek certification from the National Board for Professional Teaching Standards—including a reimbursement of up to $2,500 for program fees and a $5,000 bonus for each year of the certificate.

Those incentives have definitely been worthwhile, Mahoe says. The year before the incentives went into effect, the state had only two candidates for national certification. The following year, the number of candidates jumped to more than 60. Mahoe is expecting the number to surpass 100 this year.

Filling Quality Gaps

To improve the quality of teaching, the state education department is also trying to target some of its training opportunities to teachers in low-performing schools.

For example, the department has worked with the University of Hawaii to produce a series of master's-level courses in reading for teachers at the middle and high school levels, according to Katherine Kawaguchi, the assistant superintendent for the department's office of curriculum, instruction, and student support.

A similar course of study has been developed in mathematics for elementary school teachers who are "math shy," Kawaguchi says.

The new programs will first be made available to teachers on the "big island" of Hawaii since it has a higher concentration of schools in which students are not meeting state standards.

Kawaguchi's division is also putting together a teacher-assistance program for beginning teachers, which will provide cohorts of teachers with mentors and staff development.

"All new teachers will have that kind of substantive support, because it's usually the very young, the very inexperienced teachers who are sent out to these rural areas," Kawaguchi says.

Finally, the department, in cooperation with the state's community colleges and the department of human resources, has launched a "literacy tutor" training program to prepare classroom teaching assistants to help students who are not reading at grade level. The program will also be targeted at first to those working in low-performing schools.

The tutors will receive an associate's degree in either special education or early-childhood education, Kawaguchi says, and the effort will address another goal of the No Child Left Behind Act: making sure students in Title I programs are also taught by highly qualified paraprofessionals.

New Assessments

On another front, Hawaii students for the first time last year took a new state test that is aligned with the state's curriculum standards. The test, which was given in grades 3, 5, 8, and 10, was originally scheduled to be given in April of 2001. But a 19-day teachers' strike forced the cancellation of that administration of the test.

The test, which includes sections from the Stanford Achievement Test-9th Edition, will be used both to measure how well students in those grades are meeting state academic standards and to show how they compare with students across the nation.

In addition, the state last year revised its charter school law to allow nonprofit organizations in Hawaii to operate the publicly financed but largely independent schools. The organizations will be required to spend $1 for every $4 spent by the state education department for students in their charter schools.

The legislation was strongly supported by the Kamehameha Schools, a private institution in the state for Native-Hawaiian students. By running a charter school, the Kamehameha Schools would be able to reach a larger proportion of the Hawaiian population, says Charles Higgins, a program specialist in the education department's charter schools office.

Also under the new law, the cap on start-up charter schools in the state was reduced from 25 to 23. But separate legislation also allows for a total of 25 "conversion" charter schools—schools that began as typical public schools. That change raises the total limit to 48.

Hawaii currently has 25 charter schools, two of which are conversion schools.

—Linda Jacobson

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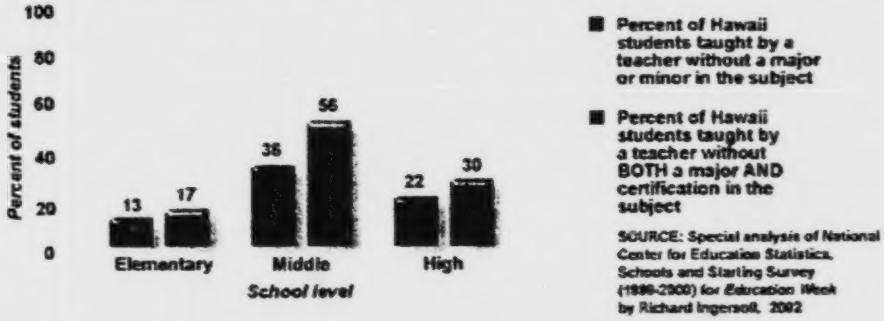

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Idaho

Many education advocates in Idaho fear that the state's severe budget woes will further harm schools in both rural and urban districts already having a tough time staffing their classrooms with well-qualified teachers.

They worry most about the smallest school systems—with their tight budgets and sparse staffs—and where they will get the money to meet new federal teacher-quality mandates.

For the first time ever, legislators in 2001-02 withheld a $23.1 million chunk of the state's $933 million education budget, mainly because of the recession, a decline in timber production, and mine closings.

Idaho Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	21%
8th graders proficient or above in math (2000)	27%
4th graders proficient or above in science (2000)	30%
8th graders proficient in science (2000)	38%
• **Standards and Accountability**	D+
• **Improving Teacher Quality**	D
• **School Climate**	B
• **Resources: Adequacy**	D+
• **Resources: Equity**	C

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

Rural districts—about 70 percent of the state's 114 school systems—were hardest hit. Some were forced to lay off teachers because they had to borrow money against future budgets just to operate.

Despite the financial problems, state officials are optimistic that they will be able to meet the teacher-quality requirements of

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the "No Child Left Behind" Act of 2001.

Until this year, Idaho had been among only a handful of states that did not require teachers to pass a basic-skills or subject-knowledge test to become certified, a strike against any state attempting to comply with the new law. This past fall, however, students leaving Idaho's teacher-preparation programs began taking the Praxis II content-area assessments produced by the Princeton, N.J.-based Educational Testing Service. Starting with the 2003-04 school year, a passing score on those content tests, which focus more on subject-area knowledge than on pedogogy, will be required to obtain an Idaho teaching certificate.

Meanwhile, the state board of education is developing a plan to expand its alternative paths to certification. Currently, Idaho offers one alternative path: People can be assigned to secondary education teaching positions if they have bachelor's degrees and plan to become fully certified within two years, according to Russell Hammond, a coordinator in the state education department's personnel-development office.

The state board's plan, expected to be presented to legislators this year, aims to draw both paraprofessionals and people switching careers into the teaching profession.

Emergency Licenses a Concern

For the past four years, 3 percent to 4 percent of the state's roughly 14,000 teachers— distributed fairly uniformly statewide—have been granted emergency certification, according to Larry Norton, a certification consultant for the state education department.

Idaho issues two types of emergency certification. "Letters of authorization," given to people who have bachelor's degrees but are not certified to teach, were designed to help schools find teachers quickly for such specialized classes as Native American languages.

VITAL STATISTICS

653	Public schools
14,000	Public school teachers
246,000	Pre-K-12 students
$1.4 billion	Annual pre-K-12 expenditures
13.9%	Minority students
17.4%	Children in poverty
11.8%	Students with disabilities

Schools can also fill empty slots with "consultant-specialists," a term for people with real-world experience but no degree in a particular field; a composer could teach a music class, for instance.

Sen. Gary Schroeder, a Republican who chairs the state Senate's education committee, says Idaho has been "increasingly lax" in hiring teachers with mediocre credentials. He has been hearing

7.2%	English-language learners

(See "Sources.")

complaints from rural school administrators, who say that they lack the financial means to recruit exceptional applicants, and that letters of authorization are being handed out too freely. The state issued 69 in 2000-01; that number jumped to 110 in 2001- 02.

At the same time, the number of consultant- specialists has skyrocketed, from 26 in 1995-96 to 265 in 2000-01 and 332 in 2001-02.

State officials say that those positions are spread evenly throughout the state, but that more are employed by rural districts simply because more than two-thirds of Idaho school districts fit that description.

Although good in theory, the concept of consultant-specialists has been twisted to help districts in dire situations, says Kathy Phelan, the president of the Idaho Education Association. Recalling a conversation with a member of the state's Professional Standards Commission, she says she was told that a woman without teaching credentials once was assigned to teach kindergarten merely because she was the mother of numerous children.

One superintendent from an urban district echoed such concerns over qualifications. Six of the 35 requests on his desk for consultant-specialist jobs were from people without college degrees, he said during an interview last summer.

Unlike other consultant-specialists, those in special education must work toward becoming fully certified within three years.

"That may not be the best way to recruit, but that does get somebody in the door and on a plan," says Hammond of the state education department.

Education advocates blame the situation on a teacher shortage felt in many places around the country.

In spring 2002, Idaho's MOST program, or Maximizing Opportunities for Students & Teachers, run by the state school board, studied where shortages were most common. Set up in 1998 to address teacher-quality issues and paid for by $1.5 million in federal and private money, the program found that special education teachers often remain in the teaching profession but switch subject areas.

The study also found that teachers leading classes in secondary school mathematics and computer technology increasingly are being lured to higher-paying jobs in other fields. The study did not analyze whether the gaps were more significant in particular types of districts.

Hoping to give educators better support, the legislature in 2001 passed a law requiring districts to provide beginning teachers with mentors and peer assistants for at least one year.

Mentors help orient newcomers, while peer assistants, who go through training, focus more on pedagogy and discipline problems. Veteran classroom teachers fill both roles.

Trying to Stem Cross-Border Raids

Another support program is CAPE, or Collaborative Assistance for Professional Educators, involving nine districts and nine teacher associations along a 50-mile stretch in southwest Idaho. A teacher wanting help resolving a conflict with a particular student or principal, for example, would be able to seek advice from a teacher in another district.

Nevada and California routinely snatch beginning Idaho teachers looking for more money.

While Idaho offers a $10,000 incentive—paid out over five years—to teachers who become nationally certified, retaining them can be tough. California offers the same amount in a lump-sum bonus to new hires with that designation.

Idaho legislators tried to level the playing field within state lines by passing a law in 2001 requiring every district to pay teachers a minimum starting salary of $25,000. With no extra money from the state to meet that obligation, though, the smallest districts are using discretionary funds to pay teacher salaries.

Larger school systems have been affected as well. The Caldwell district, the ninth-largest school system in the state, cut the salaries of 350 teachers already on its payroll in 2001-02 by 1 percent to raise the $100,000 it needed to meet the mandate.

The department of education has no plans to step up teacher recruitment in rural areas, but it hopes to offer an online clearinghouse by this year's spring recruiting season so that schools statewide can gain access to the same applications.

Idaho first gave its new Idaho Standards Achievement Test in fall 2002 to students in grades 2-10. The computerized tests, to be taken again in spring 2003, adjust questions based on a student's performance. If a student gives a correct answer, for example, the next question will be more difficult. If the answer is wrong, the following question may be easier.

The state school board, meanwhile, is working to attach higher stakes to the state's graduation exam. As it stands, students are required to take the exam before graduating from high school but are not required to pass it. Board members hope the legislature makes a passing grade mandatory within a year.

—Robin L. Flanigan

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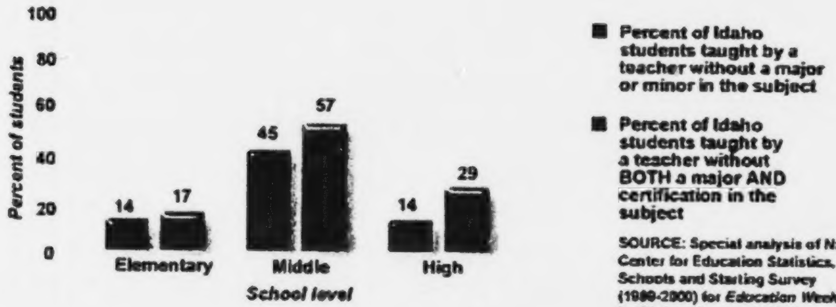

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Illinois

Few states offer newly certified teachers as sharply divergent a set of career paths as does Illinois. Job candidates can seek work downstate, in school districts ringed by small towns and open fields, or in Chicago, the third-largest school system in the country, which was taken over by the city in 1995.

For years, one of Illinois' biggest struggles has been finding highly qualified teachers to work in that 432,000-student district, where poverty, low test scores, and turnover of staff members are common. Chicago typically accounts for at least 40 percent of the unfilled classroom positions in Illinois each year, according to the state.

Illinois education officials say the state has committed itself to improving teacher quality on several fronts. Some progress has been made, they say, by raising professional standards, while other advances have come from more aggressive recruiting of in-state and out-of-state teachers, particularly to work in Chicago.

Illinois Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	21%
8th graders proficient or above in math (2000)	27%
4th graders proficient or above in science (2000)	31%
8th graders proficient in science (2000)	30%
• **Standards and Accountability**	B-
• **Improving Teacher Quality**	C+
• **School Climate**	C
• **Resources: Adequacy**	C+
• **Resources: Equity**	F

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

But state administrators, teachers' union leaders, and others acknowledge that Illinois has a long way to go to reach an equitable distribution of highly qualified teachers among rich, poor, and urban, suburban, and rural school districts.

Soon, Illinois will be under more pressure than ever to accomplish that goal. Approaching deadlines in the federal "No Child Left Behind" Act of 2001 for staffing core subjects with highly qualified teachers could require Illinois to completely revamp its policies for hiring instructors in Chicago and the rest of the state, education officials say.

"It will have a major impact on the city of Chicago," Rob Sampson, the division administrator for professional certification for the state board of education, says of the law. He says city officials are "trying to take No Child Left Behind very seriously."

While the issue of teacher shortages has been a widely acknowledged problem in Chicago for years, Illinois officials say they do not currently have a precise way of collecting statewide data on the distribution of the best-trained and most experienced teachers.

Each year, the state uses a system called the Teacher Service Record to ask districts for information on the number of teachers they have and the subjects in which those teachers are certified. While the state also conducts a supply-and-demand study to gauge shortages of teachers in different subjects, that report is meant to provide estimates of the quantity of instructors, not the quality of their training, says Jim Sweeney, a principal consultant for the Illinois board of education.

VITAL STATISTICS

4,282	Public schools
125,000	Public school teachers
2,068,000	Pre-K-12 students
$15.7 billion	Annual pre-K-12 expenditures
40.2%	Minority students
15.4%	Children in poverty
14.0%	Students with disabilities
7.1%	English-language learners

(See "Sources.")

Meanwhile, Westat, a Rockville, Md., contractor for the U.S. Department of Education, reported that 5.4 percent of teachers in Illinois' high-poverty districts were not fully certified in 2000—meaning they were teaching with substitute or temporary certification—compared with 1.1 percent of teachers in other districts in the rest of the state. The figures were gleaned from U.S. Census data on child-poverty rates in those districts and from information collected from the state.

The No Child Left Behind regulations are scheduled to take effect at a time when Illinois' schools have taken one of their biggest budgetary hits in recent memory, courtesy of the faltering economy. The K-12 budget for fiscal 2003 was cut by 4 percent, or $176 million, to $5.1 billion, out of an overall state budget of $22.3 billion. The reductions will affect literacy and reading programs, and "academic difficulty" efforts that help schools meet state standards.

Many local school districts faced the possibility of raising property taxes to cover the losses in state funding.

Battling a 'Myth'

Chicago's teacher shortages are typically most severe in special education, bilingual education, and mathematics, city school officials say. Illinois had the 10th-highest-paid teachers in the country in 2000-01, with an average annual salary of $47,865, according to the most recent survey by the American Federation of Teachers.

Chicago's salaries are competitive, with a starting salary of about $34,000, says Rosa M. Vazquez, the system's manager of teacher recruitment. The bigger problem in luring teachers to the city is dispelling unfair stereotypes, she says.

"The main [barrier] is the myth and public perception that Chicago is a dangerous place to work, to live," Vazquez says. "We're trying to change that public perception."

Those hoping to become certified teachers in Illinois must graduate from a recognized teacher-preparation program and pass a basic-skills test and separate exams in the subjects they wish to teach.

Those meeting the requirements receive a nonrenewable certificate that is good for four years. With four years' teaching experience, instructors become eligible for a "standard certificate," which is good for five years, or a "master's certificate," valid for 10 years. The master's credential means the teacher has met the more demanding requirements of the National Board for Professional Teaching Standards.

All three certificates are meant to show that a teacher is qualified by the state's standards, says Frank Llano, the manager of teaching and leadership for the state school board.

Right now, applicants for Illinois teaching jobs from outside the state are eligible only for provisional certificates, which are good for two years at most and cannot be renewed. Instructors with the provisional documents must complete Illinois teaching requirements, such as the basic-skills and subject-specific tests, during their first nine months on the job. They must meet other requirements during the two-year time frame before they can earn either an initial or standard certificate, depending on their number of years of classroom experience. Illinois also issues so-called substitute certificates when no fully certified teacher is available for a particular assignment in a school district. The certificates normally allow instructors to teach for only 90 days in any school year.

Because of teacher shortages in Chicago, however, the city is exempt from the 90-day limit, and substitutes can teach in schools there on a permanent basis.

But by the end of the 2005-06 school year, under the No Child Left Behind Act, all teachers in core academic subjects within states must be "highly qualified"—a designation that does not include temporary or provisional licenses.

Last September, the Illinois board of education issued a new set of guidelines in which it clarified that provisional, bilingual, and substitute teachers would not meet the federal definition of highly qualified until they completed additional education or training, the amount of which depends on their experience and education so far.

Responding to the Federal Push

Under the state's interpretation of the federal guidelines, out-of-state teachers working with provisional certificates and bilingual teachers will have to complete additional educational requirements, such as taking basic-skills and subject- specific tests, or they will not be considered highly qualified.

In trying to hire more teachers who meet the "highly qualified" mandate, Vazquez notes that Chicago officials have worked with college teaching programs in Illinois and other states where they recruit, to make sure job candidates understand Illinois' testing requirements before they apply.

"I'm confident we can get there," Vazquez says. "It's not a new issue in Chicago. We've been working to get more teachers fully certified for years."

Vazquez notes that Chicago already had met the federal requirement for hiring only highly qualified teachers in Title I schools or programs in 2002-03, when it brought in 2,300 new instructors last fall.

According to Vazquez, many of the teachers currently classified as "substitutes" in Chicago had completed college teaching programs but either lacked certain coursework, or had not taken necessary exams, to be fully certified in Illinois and thus be deemed highly qualified. The Chicago school system was counseling many of those substitutes on what steps they had to take in their education to attain the "highly qualified" status.

James Dougherty, the president of the Illinois Federation of Teachers, predicts that the federal law will put an end to the practice of allowing substitutes to teach full time in Chicago.

"I suspect they won't be able to get away with two standards anymore," Dougherty says. But he also believes the state should do more to train out-of-state job applicants, so that they meet the definition of highly qualified.

"If they're qualified where they are, how hard can it be to make them qualified here?" he says.

The federal push for highly qualified teachers comes at a time when Illinois is also acting to raise the quality of the instructors in its classrooms.

In 2002, state legislators passed a law that will require most aspiring teachers to pass tests in basic skills before starting teacher-preparation courses, and to pass exams in their specific subject areas before they student- teach. Previously, most teachers only had to pass the basic-skills test sometime before they were certified.

"A lot of things are happening in Illinois that are aimed at moving the profession forward," says Llano, the state's teaching and leadership manager. "They're new, but over time, we believe [those measures] will have an effect."

—Sean Cavanagh

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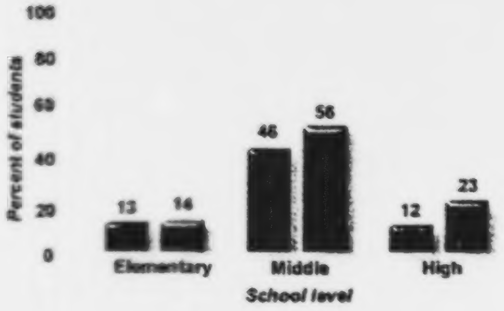

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Indiana

While Indiana collects data on the distribution of highly qualified teachers and the kinds of schools in which they teach—including high-poverty, high-minority, and low-performing schools—the state does not analyze or present the data to the public.

But the Indiana Professional Standards Board, the state agency in charge of licensing teachers, does report publicly each year on the number of teachers who have "limited licenses" in each school district. Those teachers have at least a bachelor's degree and are working toward full licenses for the subjects they teach. Most already have teacher credentials, frequently in elementary education, but lack courses for their specific fields or subjects.

Indiana Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	**31%**
8th graders proficient or above in math (2000)	**31%**
4th graders proficient or above in science (2000)	**32%**
8th graders proficient in science (2000)	**35%**
• **Standards and Accountability**	**B-**
• **Improving Teacher Quality**	**B-**
• **School Climate**	**B-**
• **Resources: Adequacy**	**B+**
• **Resources: Equity**	**C-**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

Indiana's reports on the distribution of teachers with limited licenses show that the cities of Fort Wayne, Gary, Indianapolis, and South Bend receive the bulk of teachers who aren't fully licensed. Indianapolis schools, for example, issued about 12 percent of the 1,939 limited licenses provided by the state in the 2001-02 school year. "We have more of a distribution

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problem than we do a shortage problem," says Marie Theobald, the executive director of the Indiana Professional Standards Board.

For example, some suburban districts use certified teachers as instructional aides because those districts don't have enough regular teaching positions to go around. At the same time, urban school systems are struggling to hire teachers who are certified.

Indiana recently set a new time limit on how long anyone can work in a school district without becoming fully licensed. Currently, people can renew an emergency license if they've taken six credit hours of courses per year. After 2004, however, they will have to complete requirements for a full license within three years of being issued an emergency license, or lose their teaching jobs.

"We're tightening up the timeline during which the person can hold the emergency permit," Theobald says. Still, she says, "we'll always need to have some kind of licensing mechanisms to fill those emergency situations."

Career-Changers

Indiana recently launched a statewide program intended to increase the pool of teachers overall by targeting possible career-switchers.

But it's unlikely to solve the distribution problem, says Theobald, who attributes the problem to drastic differences between districts in teachers' salaries and working conditions.

The initiative went into effect last July and requires all teacher-preparation programs in the state to offer programs designed to make teachers out of people who have college degrees but who have worked in other careers.

VITAL STATISTICS	
1,882	Public schools
60,000	Public school teachers
995,000	Pre-K-12 students
$8 billion	Annual pre-K-12 expenditures
16.4%	Minority students
14.1%	Children in poverty
15.7%	Students with disabilities
1.3%	English-language learners

Called Transition to Teaching, the program enables a person with a college degree to become a secondary school teacher after taking 18 credit hours of courses, or an elementary teacher after 24 credit hours.

The state also has a program that provides new teachers with mentors and assessment for the first year on the job. Starting in July of this year, the program will be expanded to provide support for teachers during their first two years on the job.

(See "Sources.")

Indiana has 91 teachers with National Board for Professional Teaching Standards certification. They work primarily in the northern half of the state—mainly because one school system, the 13,000-student Hammond district, strongly encouraged teachers to become nationally certified. The Indiana Professional Standards Board provides up to $2,000 of the $2,300 fee for teachers to pursue national certification.

Budget Cuts

In another pressing area of state policy, educators are preoccupied with how to respond to dramatic cuts in Indiana's budget for precollegiate education.

Some districts have laid off teachers or increased class sizes to absorb $190 million in cuts to the state's $7.6 billion K-12 biennial budget for fiscal years 2002 and 2003, as well as another $280 million in delayed payments to schools for the same period announced by Gov. Frank L. O'Bannon, a Democrat, in March of 2002.

During a special session of the legislature in June of last year, lawmakers adjusted the state tax system to help address the budget crisis, according to Terry Spradlin, the legislative liaison for the state department of education. The legislature raised taxes on sales, gasoline, cigarettes, and lottery winnings, but reduced by 60 percent the amount of money that local taxpapers must pay in property taxes to fund schools.

"That will help to ensure there are revenues available to pay for state operations, and should ensure that no further cuts are made in K-12 this year. That's good news," says Spradlin.

State budget troubles didn't seem to discourage Indiana residents from taking advantage of the state's new charter school law, passed in the spring of 2001, which permits school districts, state colleges and universities, and the mayor of Indianapolis to sponsor the largely independent public schools.

Ten charter schools opened this school year, sponsored either by Ball State University in Muncie, Ind., or Indianapolis Mayor Bart Peterson.

Budget problems, however, have affected the pace at which Indiana is implementing its statewide testing system. The state had planned to begin testing in science this school year, but postponed its plans because of a lack of money. Social studies testing had been scheduled to begin during the following school year, but those plans, too, have been tabled.

One piece of good news, Spradlin says, is that districts will gain access this school year to $16.3 million in professional-development funds. All districts met the state deadline of June

30, 2002, to complete school improvement plans, which included proposed professional-development activities. The state is delivering on its promise to pay for those activities.

"We have a pretty high-caliber workforce," Spradlin says, "A large percentage of teachers have master's degrees and are teaching in their subject areas." But the state has some challenges to provide highly qualified teachers for every classroom, he adds. "We've got pockets of problems," he says, "with growing needs for special education teachers and math and science teachers."

—Mary Ann Zehr

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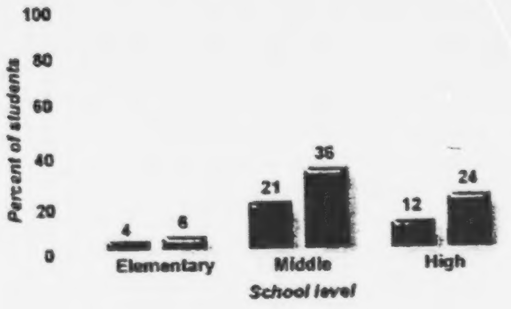

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Iowa

Although Iowa isn't grappling with traditional "hard to staff" schools, rural districts are struggling to keep pace when competing against wealthier urban and suburban areas in offering attractive salaries to teachers. And the state is experiencing shortages of teachers in specific subjects at the secondary level.

Yet Iowa does not monitor whether school districts employ licensed teachers.

Hawkeye State education officials believe that once they produce a federally mandated, detailed analysis of teacher qualifications, Iowa will have a minor teacher-quality gap, thanks to its strict licensure and certification guidelines. A new computer program should be online by this year to collect the necessary information.

The state audits a fifth of Iowa's school districts annually to ensure that teachers aren't assigned outside their fields of certification, although the state has no ban or regulation barring out-of-field teaching. Finding violators is rare, making a school-

Iowa Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	28%
8th graders proficient or above in math (2000)	?
4th graders proficient or above in science (2000)	37%
8th graders proficient in science (2000)	?
• **Standards and Accountability**	F
• **Improving Teacher Quality**	C
• **School Climate**	?
• **Resources: Adequacy**	B
• **Resources: Equity**	C+

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

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by-school review unnecessary, state officials say.

As part of Iowa's annual Condition of Education Report, teacher qualifications such as academic degree and years of experience are publicly reported on a statewide level. But no information about conditionally licensed teachers or district-level data is released.

Rural districts face a greater challenge in filling teaching jobs in shortage areas, such as special education, because they can't compete with the salaries offered in urban and suburban districts.

But few people believe that differences in the quality of teachers in urban, suburban, and rural districts in Iowa will set off any alarms. For one thing, conditional licenses, which give teachers two years to complete necessary coursework for endorsement in a particular subject area, aren't awarded frequently.

In 2001-02, out of the roughly 19,750 teacher licenses issued, 963 were two-year conditional licenses. Those conditional licenses also can't be renewed, although one-time, one-year extensions can be granted.

VITAL STATISTICS

1,529	Public schools
35,000	Public school teachers
491,000	Pre-K-12 students
$3.5 billion	Annual pre-K-12 expenditures
9.7%	Minority students
13.8%	Children in poverty
13.8%	Students with disabilities
2.0%	English-language learners

(See "Sources.")

Of the 250 teachers working for the Indianola school system in 2001-02, for example, fewer than five had conditional licenses, and all with such licenses taught special education. Tom Narak, the 3,250-student district's superintendent, says some schools consider sharing teachers to fill hard-to-staff vacancies.

In Des Moines, Iowa's largest school district, roughly 80 of 2,537 teachers had temporary licenses, most in special education. The 32,000-student district offers $2,400 signing bonuses for teachers in shortage subject areas.

To help fill jobs on the secondary level, legislation passed in 2002 will clear the way for alternative teacher licensure beginning later this year at the earliest. The Teacher Intern Program will allow people with at least a bachelor's degree to teach after completing 12 hours of classroom coursework covering instructional methodology and classroom-management skills. The state requires another 16 hours of coursework to earn a standard teaching license.

Iowa's state teachers' union has strong reservations about the program because of the lack of practical training it says the new recruits will receive. Motivated people who are not properly trained or supported will eventually quit, much like those who enter the teaching profession by traditional routes, predicts John A. Hieronymus, the president of the Iowa State Education Association.

For Iowa, 2002 marked the first year that schools were identified as low-performing, according to federal requirements. Twenty-six TitleI schools earned that designation from their districts for failing to improve student test scores for two consecutive years or because their students were performing below state average.

So far, the state has not devised incentive programs to encourage teachers to work at low-performing schools.

Push for Qualified Teachers

This is the second year of Iowa's landmark Teacher Quality Initiative, which was adopted in 2001 and boasts an ambitious pay plan that bases teachers' salaries on their work performance and their students' achievement. Education officials believe the plan's required mentoring programs for beginning teachers, and the heightened emphasis on linking teacher- performance evaluations with professional development, will strengthen the quality of Iowa educators.

While the teachers' union embraces the additional support and training for its members outlined in the Teacher Quality Initiative, there's a growing concern that the state's budget woes will derail the legislation. As it is, the state is only funding the first two levels of the four-level teacher-pay ladder.

Prospective teachers must pass a competency exam before they are accepted into a teacher-preparation program. Those students receive a performance assessment and must demonstrate their competence in Iowa's eight teacher standards before being recommended by their colleges for a state license. Those standards include implementing multiple instructional strategies and managing the classroom culture.

In addition, new teachers took the Praxis II test in 2001 as part of a pilot program. While the scores did not count, 97 percent of those taking the commercial teacher test met the passing mark.

To Iowa officials, high-quality teaching starts with this stringent preparation process for incoming teachers, says Kathi Slaughter, a spokeswoman for the state department of education.

Under the new initiative, beginning teachers also must successfully complete a mentoring program that pairs them with a veteran educator for two years. The program started in the 2002-03 school year.

Evaluations for teachers will be revamped under the initiative, which requires that the evaluations be tied to professional-development opportunities. Every district can craft its own evaluation tool—an acknowledgment of Iowa's long-standing commitment to local control.

Now, teacher evaluations will determine what training a teacher needs to improve his or her instruction or to reach more students, says Margaret M. Buckton, the government-relations spokeswoman for the Iowa Association of School Boards. Evaluators were being trained to implement the new models in 2003.

"The evaluation is not just here to document whether a teacher is doing a job, and if not, to create the trail to encourage them to go elsewhere," Buckton says.

But those professional-development opportunities will be harder to find. The Education Excellence Program, the state's school-staff-development fund, saw its budget slashed from $23 million to $9 million in 2002-03.

Teacher-Quality Effort at Risk

Even as Iowa makes progress in bolstering the quality of its teaching corps, it's unlikely that the state can keep up its level of investment.

Following two special legislative sessions, the state tapped nonrecurring funds to balance its books for fiscal 2003, dipping into cash reserves and tobacco-lawsuit dollars to protect per-pupil funding in the $2.2 billion K-12 budget. Roughly $30 million for class-size reduction was untouched as well.

Gov. Tom Vilsack, a Democrat, and the Republican-dominated legislature also protected the new educator initiative from the budget ax. Lawmakers financed the project with $40 million in 2001 and maintained that same level of funding for the 2002-03 school year. But plans for a $20 million expansion of the program for this school year were scrapped as legislators grappled with a $220 million budget shortfall in a total state budget of $4.5 billion.

With estimates to fully finance the teacher plan exceeding $300 million, Hieronymus of the teachers' union predicts that much of what the state hoped to accomplish will be limited. Most of the $80 million dedicated to the initiative so far has been spent on raising beginning teachers' salaries and establishing the teacher-mentoring program.

Other education programs fell victim to the budget crunch. The $5.7 million school technology budget was wiped out, leaving districts scrambling to maintain their computer systems and keep up with technology training.

The 2003-04 fiscal picture looks worse, with some analysts projecting a $500 million budget shortfall.

—Karla Scoon Reid

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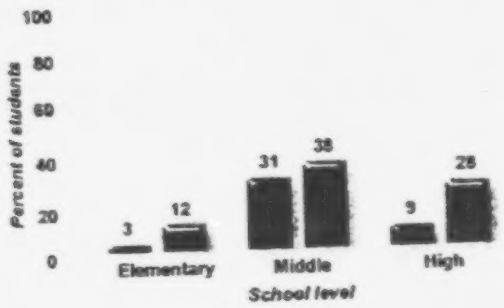

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Kansas

For some Kansas districts scrambling to cope with cuts in state aid that took effect at the start of the school year, the state's economic downturn at least came with a silver lining: As the job market tightened, districts that previously had struggled to fill vacancies had an easier time starting the year with a teacher in every classroom.

It's a good thing, too, because state education administrators say the recent economic crisis has made it hard to guarantee even a base level of state aid for schools, much less take on any new initiatives to address the staffing concerns of high-poverty districts.

Even a popular new mentorship program for novice teachers did not survive the chopping block. The state devoted $1 million to the program in the 2001-02 school year—its first year—but eliminated funding for 2002-03. The program paired classroom veterans with first-year teachers, and provided $1,000 stipends to the mentors.

"The problem is that there are very few proposals that can be

Kansas Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	30%
8th graders proficient or above in math (2000)	34%
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
• **Standards and Accountability**	B+
• **Improving Teacher Quality**	D-
• **School Climate**	C+
• **Resources: Adequacy**	B
• **Resources: Equity**	B-

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

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implemented that don't have a cost," says Mark Tallman, a lobbyist for the Kansas Association of School Boards, which represents nearly all the state's 303 school districts. "There's a lot of talk about what we could do. The question is how to do it without more resources."

Still, even amid hard times, state officials say they are taking steps to provide a qualified teacher for every classroom.

About 96 percent of the state's teachers are appropriately certified in the subjects they teach, says Martha S. Gage, the director of certification and teacher education for the state education department.

Even so, the state board of education approved a statewide alternative-licensure program this past July to make it easier for nontraditional teacher-candidates to enter the field.

Pool of Applicants Expands

Through the new program, a district that is unable to find a certified teacher to fill a specific vacancy can hire an otherwise qualified individual who lacks a teaching license, as long as a local university agrees to help the teacher-candidate fulfill the pedagogical requirements.

The state's 20,000-student Kansas City district first tested the alternative program two years ago, after an alarming number of teacher vacancies propelled district leaders to seek out innovative ways to attract qualified teachers.

Participants in the pilot program started teaching immediately, but received instructional support and simultaneously took classes at nearby Pittsburg State University.

Thanks to that program and several "grow your own" initiatives in the district, as well as the tighter job market statewide, Kansas City attracted more applicants for teaching jobs this school year than in years past, says Superintendent Ray Daniels. Only 10 teaching positions remained unfilled at the start of the school year, compared with 86 vacancies in 2000.

Still, Daniels says, the district chooses candidates for the alternative-licensure program with care.

VITAL STATISTICS	
1,426	Public schools
33,000	Public school teachers
468,000	Pre-K-12 students
$3.2 billion	Annual pre-K-12 expenditures
20.9%	Minority students
14.4%	Children in poverty
16.2%	Students with disabilities
4.0%	English-language learners

(See "Sources.")

"We don't want to sacrifice quality," he stresses. "We're an urban district, but we want high-quality teachers just like those in suburban districts. We can't lower the standards just to put a person in the classroom."

Strengthening Licensing Process

The state is also trying to strengthen its traditional teacher-licensure program by moving to a system based on teachers' ability to meet standards and benchmarks, rather than simply complete courses.

Under a program slated to take effect in July of this year, new teachers will have provisional licenses for two years before having to go through a portfolio-assessment process to become fully licensed.

Officials say the state won't have any difficulty meeting the reporting requirements on teacher quality imposed by the federal "No Child Left Behind" Act of 2001. Gage says that the state already maintains a database to track whether its teachers are appropriately certified, but does not currently break down those figures by the level of poverty in schools or districts.

In addition, she says, Kansas has agreed to take part in a study by the Education Commission of the States that will analyze teacher retention in the state's urban and rural areas.

"We know we're no better than any other state in terms of retention," Gage says. "We lose our teachers in a significant way early on in their careers. We don't have enough data to help us make good decisions, so we're counting on the ECS data."

As Kansas lawmakers grapple with a depressed agricultural sector and declining state revenues, educators say they fear that schools may have to weather another round of budget cuts this spring. Already, districts had to start the school year with $7 less per pupil in state aid than they received the previous year.

"Right now, it's a juggling act with the money," says Daniels, the Kansas City superintendent. "We can't keep those balls in the air much longer. There comes a point when you will really start cutting the life of your program."

—Jessica L. Sandham

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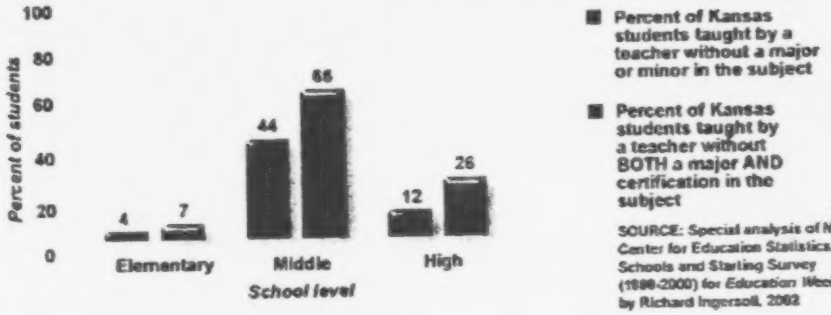

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Kentucky

Kentucky doesn't have a comprehensive answer to its teacher-quality gap, but officials there believe they have many of the ingredients they'll need to improve the skills of teachers in the state's lowest-performing schools. They also say they have strategies for luring excellent teachers to those schools.

In a 13-year school improvement odyssey stemming from a landmark school finance decision, the Bluegrass State has devised several forms of intervention to help teachers in schools deemed failing according to a statewide accountability index. The programs provide low-performing schools with experienced teachers who serve as full-time consultants, and set aside professional-development money for all teachers, including those identified as needing improvement.

Kentucky Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

- **Student Achievement** (NAEP)

4th graders proficient or above math (2000)	17%
8th graders proficient or above in math (2000)	21%
4th graders proficient or above in science (2000)	29%
8th graders proficient in science (2000)	29%

• **Standards and Accountability**	A
• **Improving Teacher Quality**	B
• **School Climate**	C-
• **Resources: Adequacy**	C+
• **Resources: Equity**	C+

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

"We have a mix of support programs" aimed at improving the skills of teachers in high-need schools, says Gene Wilhoit, the Kentucky commissioner of education.

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Kentucky tallies the number of teachers with emergency certificates in every county, but it does not include that information on report cards or publish their prevalence in low-performing schools. In the 2002-03 school year, the state launched a pilot project to test whether financial incentives such as higher salaries and performance bonuses would attract some of the state's best teachers to its most challenging schools.

Pilot Project

The state is spending all of its federal teacher-quality funding—about $1 million—on a project that allows five districts to establish pay scales that differ from their traditional salary schedules based on teachers' experience and education level. State leaders and school improvement advocates hope the financial incentives will help close the teacher-quality gap.

"We have got to find a way to attract well-qualified people to difficult duty," says Robert F. Sexton, the executive director of the Prichard Committee for Academic Excellence, a Lexington-based advocate for the state's school reform efforts. "Pay is one way to do that."

In school year 2001-02, the state employed more than 1,800 teachers on emergency certificates, meaning instructors who were not fully credentialed for the subjects or grade levels they were asked to teach. The number has been rising for several years, and state officials say it will probably continue to increase, given the shortage of teachers in areas such as special education, mathematics, science, and foreign languages.

The pay-scale project was brokered in a compromise in the legislature last year. A previous effort at a statewide differentiated-pay program failed after objections from the state's largest teachers' union.

Although the state publishes data on teacher qualifications in every school, it does not conduct a statewide analysis of the teacher-quality gap. State officials say that Kentucky's demographic mix—which is made up of mostly rural populations with only one major urban center—means the gap isn't straightforward.

Within Louisville, the state's biggest city, there is less variety in the range of teacher quality among city schools than in other urban areas of the country. The Jefferson County school system—the 96,000-student countywide district serving Louisville and the surrounding area—has crafted school choice and magnet school initiatives that have reduced wide disparities of family-income levels and the variance in student performance that often accompanies them.

VITAL STATISTICS

Even so, schools in the state's Golden Triangle—the area

1,376	Public schools
40,000	Public school teachers
630,000	Pre-K-12 students
$4.1 billion	Annual pre-K-12 expenditures
11.4%	Minority students
21.2%	Children in poverty
14.7%	Students with disabilities
0.7%	English-language learners

(See "Sources.")

bordered by Louisville, Lexington, and the Kentucky suburbs of Cincinnati in neighboring Ohio—often have a hard time retaining teachers despite those schools' reputation for high performance. That's because the Triangle's economy offers educators higher-paying alternatives to teaching. At the same time, the state's impoverished rural areas sometimes attract talented candidates because so few other employers offer steady employment, according to Sexton.

The state is focusing efforts to improve teacher quality in schools deemed challenging because they score the lowest on the state accountability index.

For example, the state education department has a cadre of what it calls "highly skilled educators" on loan from school districts who are trained to work in schools that fail to meet student-performance targets. The educators—about 60 of them—are assigned to low-performing schools and work full time to help them improve their instructional programs.

And an effort called the Commonwealth School Improvement Fund offers low-scoring schools up to $24 in additional funding per student for efforts to improve instruction. Overall, the state provided $7,190 in per-pupil funding in 2001-02.

Mentoring and Assessment

The state also runs a $400,000-a-year mentoring program that supplements the salaries of about 4,000 experienced teachers who act as mentors to inexperienced educators. In addition, a $1.3 million fund underwrites up to $2,500 a year for a teacher's professional-development expenses, including graduate school courses and workshops. Teachers in low-performing schools are eligible for that aid, but the money isn't reserved for them.

While Kentucky has been in the vanguard of the testing and accountability movement, the state is changing its policies in response to the passage of the "No Child Left Behind" Act of 2001.

To meet the federal law's requirement that students be tested annually in grades 3-8, the state plans to add new reading tests in grades 5 and 8 and math tests in grades 4 and 7. The assessments will be norm-referenced and augmented with open-ended questions. The new tests will become available in the 2004-05 school year. The state also faces questions about whether its accountability system will sufficiently measure students' "adequate yearly progress" as required by the law. The state currently computes schools' accountability scores based on two years of test-score data.

Money is also an issue in Kentucky. A group of Kentucky superintendents is studying whether the state gives schools enough money to offer an adequate education, as the state constitution requires. (At $36,688 in 2000-01, according to the American Federation of Teachers, Kentucky's average teacher salary ranked 34th in the nation.)

The superintendents, known collectively as the Council for Better Education, are promising a major lobbying push—and possibly legal action—to raise state spending on K-12 schools.

—David J. Hoff

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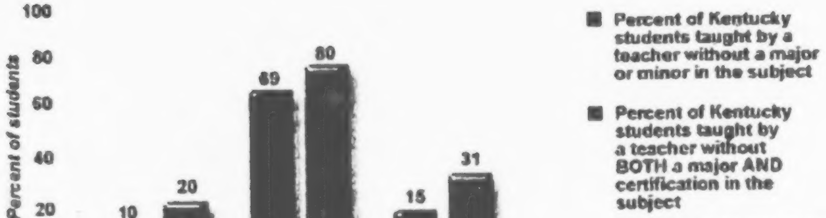

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Louisiana

Louisiana issued a new kind of report card in spring 2002. delete delete delete delete Each school district was rated according to several criteria, including its success in attracting certified teachers to the lowest-performing schools.

State leaders say this is among the efforts under way that may help close the quality gap between teachers at low- and high-performing schools.

"I believe district accountability absolutely increased superintendents' interest in looking at their percent of uncertified teachers and where those uncertified teachers were," says Leslie R. Jacobs, a member of Louisiana's board of elementary and secondary education and one of the chief architects of the state's accountability system. Jacobs emphasizes that the state is not leaving districts on their own to handle the challenge. "This has been done in concert with efforts in Louisiana to improve both the quality and quantity of teachers," she says.

Louisiana Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	14%
8th graders proficient or above in math (2000)	12%
4th graders proficient or above in science (2000)	19%
8th graders proficient in science (2000)	18%
• **Standards and Accountability**	A-
• **Improving Teacher Quality**	C+
• **School Climate**	D+
• **Resources: Adequacy**	C
• **Resources: Equity**	C+

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

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The state has a new Web site, called Teach Louisiana, that provides a range of information for prospective teachers, such as how to become certified, receive resources and support to pursue teaching, identify professional-development opportunities, and find where teaching jobs are available.

Louisiana offers several alternative paths to teacher certification. One that state officials have sought to highlight is the "practitioner teacher" program, launched in 2001. It is designed to help midcareer professionals get on a fast track to certification. As of the end of the 2001-02 school year, 348 people had successfully completed the program, says Carol S. Whelan, the assistant state superintendent for Louisiana's office of quality educators.

Those who are accepted into the program become certified through a combination of coursework and full-time teaching, along with demonstrated content knowledge, instructional expertise, and classroom-management skills.

Thanks to a $1.5 million increase in funding for the state's teacher-mentoring program, Louisiana has expanded from one to two years the duration of mentoring for new teachers.

Redesigning Teacher Education

All of Louisiana's teacher education programs are being redesigned, meanwhile, to ensure better consistency with the state's K-12 academic standards, as well as standards for teacher education. Program officials also had to create new certification structures.

"During this last year, we have really made a number of fairly substantial changes," says Jeanne M. Burns, the state's associate commissioner for teacher education initiatives. Those changes grew out of recommendations from a commission on teacher quality convened in 1999.

Each university was required to form a redesign team and undergo a review by external evaluators in the spring of last year. Evaluators provided feedback, and many universities in fall 2002 were making adjustments to their programs to earn a final thumbs-up from the state for their programs.

VITAL STATISTICS	
1,508	Public schools
50,000	Public school teachers
731,000	Pre-K-12 students
$4.6 billion	Annual pre-K-12 expenditures
51.1%	Minority students

The state is also putting new pressure on higher education through a rating system.

Institutions received their first ratings last spring. Of the 19 public and private universities that certify teachers, three were identified as low-performing and placed into "corrective action." If

25.7%	Children in poverty
13.0%	Students with disabilities
0.9%	English-language learners

(See "Sources.")

the universities continue in that category for two more years, they must reconstitute their programs and apply for approval from the state before admitting new students.

At the same time, institutions that perform at the highest levels are eligible for cash awards to pay for additional professional development.

The ratings last year were based on graduates' scores on a state teachers' test, but the criteria will be expanded in the coming years. For example, recent graduates will evaluate the effectiveness of their teacher education programs in preparing them for the classroom.

Teacher mentors will also evaluate how well-prepared new teachers are. In addition, universities will be judged on the number of teachers they produce. To earn a high rating, they must either increase their overall numbers of students, or increase the numbers in hard-to-fill areas, including mathematics, science, and special education.

District Responsibility Index

Along with the teacher education ratings, district accountability—fully implemented last year—is the newest piece of Louisiana's accountability system. It ranks school systems in two categories. The first is a "district performance score," which is based largely on the average of student test scores, but also includes attendance and dropout rates.

The second, more complicated category, is called the "district responsibility index." The calculation factors in information in four areas: the percentage of schools in each district that make their student-achievement "growth targets"; the percentage of 4th and 8th graders who pass the state's high-stakes tests on their first attempt; the effectiveness of the districts' summer school programs in helping students pass the high-stakes tests; and the districts' percentages of certified teachers. That last area uses two "weights": the overall percentage and a heavier weight for certified teachers in low-performing schools. Districts are assigned one of five labels under the responsibility index, from "unsatisfactory" to "excellent."

While the state emphasizes that the main leverage of the accountability system for districts is publicity, some potential concrete consequences are tied to performance over time. Any district that receives an "unsatisfactory" rating is subject to an operational audit by the state. If the district is labeled "unsatisfactory" a second time within two years, the state has the authority to withhold funds.

At the same time, Louisiana is working to modify its assessment system to comply with the new testing requirements of the "No Child Left Behind" Act of 2001. The state tests students every year in grades 3-11, using a combination of criterion-referenced tests—those tied to its own standards—and national norm-referenced tests. The state currently administers a criterion-referenced test in grades 4, 8, 10, and 11. Under the new federal law, it will have to at least supplement norm-referenced tests to make sure they are aligned with the state standards.

Rodney Watson, an assistant state superintendent, says Louisiana intends to adjust its testing system to ensure compliance with the federal law. While the exact timing was uncertain for making changes, he predicts that sometime this school year, the state will have in place its plans to revise the system.

—Erik W. Robelen

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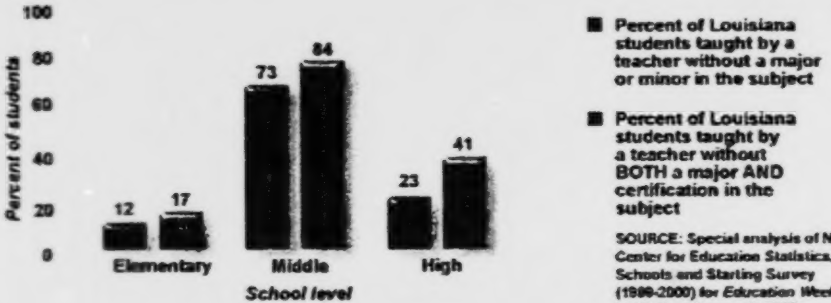

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Maine

Maine Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• Student Achievement (NAEP)	
4th graders proficient or above math (2000)	25%
8th graders proficient or above in math (2000)	32%
4th graders proficient or above in science (2000)	38%
8th graders proficient in science (2000)	37%
• Standards and Accountability	C
• Improving Teacher Quality	D
• School Climate	B
• Resources: Adequacy	B+
• Resources: Equity	C-

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

With public schools located on isolated islands, in mountains, and in deep woods, it's a good bet that some schools in Maine have a harder time attracting qualified teachers than others.

What state officials don't yet know, however, is the full extent of the teacher-quality gap they face.

Data the state has collected so far suggest, for example, that the percentage of teachers who are not fully certified is highest in the state's poorest districts. Close to half a percent of teachers in those districts are uncertified, compared with a fifth of a percent across the state. With fewer than 20,000 teachers in all, the actual number of Maine teachers working without certification—35 in the 2000-01 school year— is tiny compared with the figure for most other states.

Less is known about how many certified teachers may be teaching academic subjects in which they have no formal expertise. Statewide surveys suggest that administrators are having trouble finding teachers in some subject areas, specifically bilingual education, science, vocational education, and foreign languages.

But until the state's new data-collection system is in place this year, state officials won't know for sure how many teachers are teaching outside their fields and, more broadly, what the state needs to do to meet the new federal requirement calling for a "highly qualified" teacher in every classroom by the end of the 2005-06 school year.

Maine is one of 29 states and the District of Columbia that require all high school teachers to have a bachelor's degree in a content area, but that does not mean that teachers—particularly those in hard-to-staff rural schools—don't take on occasional classes outside their fields of certification.

"We don't think we have as much work to do as other states, but we do have work to do," says Jean K. Gulliver, the chairwoman of the state school board.

Exodus Ahead

Part of the problem for policymakers is that Maine, like most states, has an aging teaching force. A survey taken over the 1999-2000 school year suggested that a third of the state's teachers were approaching retirement age—this at a time when many of the younger people who might take their place are leaving the state.

VITAL STATISTICS

686	Public schools
17,000	Public school teachers
211,000	Pre-K-12 students
$1.7 billion	Annual pre-K-12 expenditures
3.4%	Minority students
14.2%	Children in poverty
15.4%	Students with disabilities
1.3%	English-language learners

(See "Sources.")

Recognizing that future teacher shortages were a distinct possibility, the state in the late 1990s began looking in earnest at ways to draw career-switchers and other nontraditional teacher-candidates into K-12 classrooms. One such avenue, created in 2000, is a "targeted-needs certificate," which allows schools to hire people who have bachelor's degrees but no education coursework to teach in difficult-to-fill subject areas. The growing number of teachers who enter the profession that way have three years to acquire the education credits they need for full certification and must take part in a formal induction program.

The state issued 252 such certificates between July 2001 and July 2002.

"The philosophy here was that without something like this, the only way to deal with these people would be waivers of requirements," says Yellow Light Breen, a spokesman for the Maine Department of Education. "Rather than have de facto unqualified teachers in the classroom, we felt we needed to think differently."

The state school board was also on track last year to approve new regulations for certifying all teachers—including those coming to schools by alternative routes. Like some of its fellow members of the Interstate New Teacher Assessment and Support Consortium, Maine is revising its certification system to be more flexible and performance-based. The aim is to judge prospective teachers on what they know and can do in the classroom, rather than on what courses they took in college.

With a $2.3 million federal grant, the state also launched a pilot program in 2000 to craft better teacher-induction programs in schools across the state. Now in its third year, the program set up networks in eight regions that link novice teachers with trained mentors, with beginners like themselves, and with university professors. Over the 2001-02 school year, 24 schools participated in the program, and state officials said they expected that number to triple in the 2002-03 school year.

To stem the expected flow of veteran teachers, the legislature in 2002 also approved a measure to allow retired teachers to return to the classroom without jeopardizing their pension benefits.

A complicating factor in any of the state's efforts to staff every classroom with a qualified teacher is that teacher salaries vary widely. A veteran teacher at the top end of the pay scale in one district might earn only as much as a beginning teacher in another. But housing prices vary, too, and it's hard to tell how much of a role the salary differences play in teachers' decisions to accept or reject job offers.

Regional variation in the cost of education is an issue that Maine policymakers have been struggling with in another arena: school funding. The state education department got the go-ahead from the legislature last year to draw up a new system for underwriting schools that is based on calculating what individual districts need to help all children meet higher academic standards, rather than looking at what they already spend.

State education officials will present the new proposal to lawmakers this year, along with more traditional funding projections, but any changes are not expected to be phased in for several years.

"All of this is based on the Maine Learning Results," says Gulliver, the school board chairwoman, referring to the curricular standards the state adopted in 1997. "We have to be serious about what teachers need and what resources are necessary for students to meet these new standards."

The legislature also approved new rules last year to require high school seniors to meet the standards in two subjects— English and mathematics—in order to graduate and to require all districts to develop comprehensive education plans. The new high school rules kick in with the class of 2007.

Mainers last year also approved two bond referendums, worth a total of $28 million, to fully capitalize a revolving-loan program for districts planning to renovate their school buildings.

But the most visible item on the state's education agenda in 2002 was Independent Gov. Angus King's plan to provide laptop computers for every middle school student. Despite a series of bleak budget forecasts, the project continued largely on track, with 16,800 laptops scheduled to be shipped out to schools last August and 2,200 teachers undergoing summer training in how to use them.

—Debra Viadero

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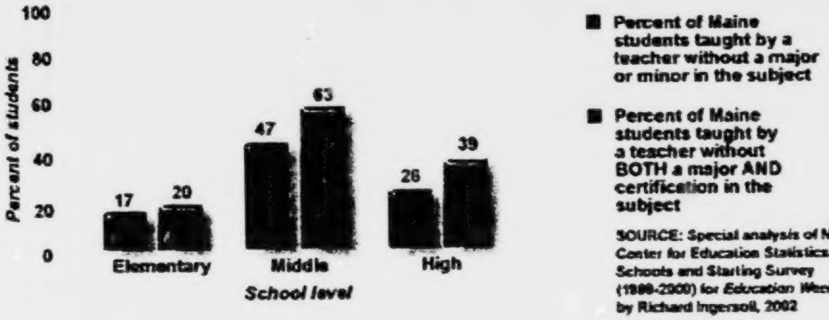

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Maryland

Maryland hopes to narrow the teacher-quality gap through its statewide teaching initiatives, as well as its stewardship of the Baltimore city schools, and it promises to make closing that gap a major part of its 10-year plan to continue statewide school improvements.

Since 1999, Maryland has offered a $2,000 annual stipend to teachers holding the state's "advanced professional certificate" who teach in schools that are performing poorly on state tests. For the 2002-03 school year, the state paid the stipends to almost 2,800 teachers in low-performing schools. More than 1,200 alone went to teachers in Baltimore—the district with the lowest student achievement in the state—and another 404 went to Prince George's County, a suburban Washington district with the second-worst test scores in the state.

Maryland Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

Student Achievement (NAEP)	
4th graders proficient or above math (2000)	22%
8th graders proficient or above in math (2000)	29%
4th graders proficient or above in science (2000)	26%
8th graders proficient in science (2000)	28%
Standards and Accountability	A
Improving Teacher Quality	C
School Climate	D+
Resources: Adequacy	B
Resources: Equity	D-

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

"It's created a lot of stability," Nancy S. Grasmick, the state's superintendent of schools, says of the stipend program. "What we used to see was the minute that [teachers] could leave the school, they would."

Maryland also allows retired instructors in subjects with a shortage of qualified teachers to teach in low-performing schools without losing any of their pension benefits. To increase the number of highly qualified teachers in those schools, Grasmick says she will ask the legislature this year to expand the program to include teachers in all subject areas.

And, with its success in getting well-qualified teachers into poorly achieving schools, Maryland will undertake new efforts to raise the teacher-quality bar higher.

Last year, the Visionary Panel for Better Schools, a blue-ribbon panel Grasmick formed to outline an improvement agenda for the next decade, said that Maryland "must address the quality and distribution of principals, teachers, and student-services staff in low-performing schools and in schools with high concentrations of minority and economically disadvantaged students."

The panel cited a 2001 study that found that the most challenging schools in the state's five largest districts had faculties that were not as experienced as those in schools that had performed better on state tests. In each of the districts, schools with the highest percentages of minority students had the highest rates of nontenured teachers, the research found.

VITAL STATISTICS

1,342	Public schools
54,000	Public school teachers
861,000	Pre-K-12 students
$6.8 billion	Annual pre-K-12 expenditures
46.6%	Minority students
12.6%	Children in poverty
13.0%	Students with disabilities
2.5%	English-language learners

(See "Sources.")

Also in each district, the student achievement in the schools with the highest rates of nontenured teachers was worse than that of other schools in the district. To help those schools, the panel advised, the state must adhere to "a strict policy of hiring and placing fully certified, experienced, and competent" educators in all schools. Such a policy would be a critical ingredient, it said, in closing the achievement gap between minority and white students.

Grasmick has endorsed the panel's proposals and has some new ideas of her own for luring highly qualified teachers to poorer schools and keeping them there. "I would always be willing to offer additional incentives, not just bonuses and things like that," she says.

Baltimore Initiatives

While there are low-performing schools throughout Maryland, the city of Baltimore has a concentration of them. In 1997, the state department of education assumed oversight of the city's 109,000-student school district, and it has maintained control ever since.

State officials have initiated a variety of programs to improve the quality of educators in the city. Through a grant from a local philanthropist, the state has set up a mentoring program, for example, that currently employs 39 mentors who work with teachers in low-achieving schools in Baltimore with histories of high staff turnover and high student poverty. The mentors work closely with first- and second-year teachers. Each school in the program has between six and eight mentors, who operate professional-development programs and keep regular office hours for teachers who want to solicit their advice. Last year, the state also put three principals with success in raising student achievement into the top jobs in some of the city's lowest-scoring schools.

About 3,800 teachers are working with mentors in a similar statewide program this school year.

Next Generation

The teacher-quality initiatives are a small part of what Grasmick calls the "second generation" of school reforms in the state.

To finance the changes, the legislature last year adopted an aggressive, six-year plan to increase education spending by $1.3 billion annually. In the current fiscal year, the state is spending $3.1 billion on education. But all state spending will go under the microscope with Maryland facing a $414 million revenue shortfall in fiscal 2003.

Among the next steps on the school improvement front will be the replacement of Maryland's widely watched statewide testing program. Since 1993, the Maryland School Performance Assessment Program has measured schools' performance on a series of activities that tested students' knowledge and their application of it.

In 2002, the state began phasing out the program in order to install a new one, starting this year, that will test youngsters every year in grades 3-8 and then again in grade 10. The changes will be made, Grasmick says, to comply with the federal "No Child Left Behind" Act of 2001, but also to meet the current needs of the state.

The Visionary Panel for Better Schools, which issued its report in January 2002—the same month that President Bush signed the sweeping new federal law—recommended that the state move toward a testing system that measured individual student progress, not just schools' overall performance.

According to the panel, the testing program should cover well-defined academic content that gradually builds toward the high school exit exams that students will ultimately need to pass in order to graduate. The class of 2007, which begins high school this fall, will need to pass exams in first-year English, government, biology, algebra and data analysis, and geography to earn diplomas.

State officials are also slated to write a curriculum by this summer that will spell out what teachers need to teach to prepare their students to pass the high school tests.

—David J. Hoff

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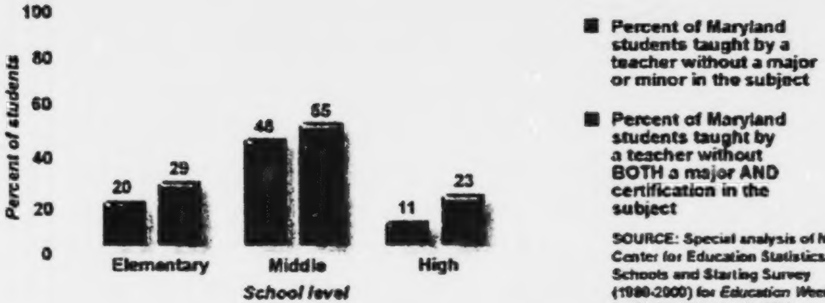

■ Percent of Maryland students taught by a teacher without a major or minor in the subject

■ Percent of Maryland students taught by a teacher without BOTH a major AND certification in the subject

SOURCE: Special analysis of National Center for Education Statistics, Schools and Staffing Survey (1980-2000) for *Education Week* by Richard Ingersoll, 2002

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Massachusetts

Education leaders in Massachusetts are feeling a bit pinched these days. On the one hand, the state faces demanding new federal requirements on teacher quality. At the same time, it is struggling to pay for its popular teacher-mentoring and -incentive programs.

Beginning last June, hundreds of veteran teachers found out they would no longer receive annual bonuses of $5,000 to mentor new teachers because of diminished interest earned on an endowment fund that had subsidized the program.

The master-teacher bonus program has been underwritten since 1998 with interest from a $70 million Teacher, Principal, and Superintendent Quality Enhancement Endowment. Slumping stock returns sharply reduced the interest on the endowment, forcing education department officials to suspend the program last summer.

But state lawmakers and education officials in October salvaged the program after the legislature passed a bill that allows the

Massachusetts Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	**33%**
8th graders proficient or above in math (2000)	**32%**
4th graders proficient or above in science (2000)	**43%**
8th graders proficient in science (2000)	**42%**
• **Standards and Accountability**	**A-**
• **Improving Teacher Quality**	**C+**
• **School Climate**	**B-**
• **Resources: Adequacy**	**B**
• **Resources: Equity**	**D+**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

department of education to spend $3.6 million of the principal from the fund each year to support the master-teacher program. Teachers qualify for the program by completing a rigorous, two-year certification process through the National Board for Professional Teaching Standards. They receive the bonuses for up to 10 years if they mentor a different new teacher each year.

Stephen Gorrie, the past president of the Massachusetts Teachers Association, the state's largest teachers' union, says the instability of the program reflects the state's foot-dragging in the critical area of ensuring teacher quality: "It was viewed as just another slap in the face for teachers," he said of the initial termination of the program.

Gorrie also worries the state will struggle to live up to new requirements for teachers in the federal "No Child Left Behind" Act of 2001. Among other provisions, the law requires that teachers in core academic subjects be "highly qualified" by the end of the 2005-06 school year and asks states to report on the distribution of those teachers across schools.

"It's going to be one of those federal mandates that is going to cause huge issues," Gorrie says. "The real challenge is how are you going to attract people to teaching if you don't give them the support. You can't do quality education on the cheap."

Taking Steps

In the face of a sagging state economy, the new federal mandates will be a particular challenge when it comes to attracting the best teachers to underperforming schools, where most students are from poor families.

Prospective teachers also can apply to the Tomorrow's Teachers Scholarship Program. For the 2001-02 academic year, the maximum scholarship was $5,212 to attend a Massachusetts public college or university if an individual committed to teach for four years in the state.

VITAL STATISTICS	
1,898	Public schools
69,000	Public school teachers
980,000	Pre-K-12 students
$9.7 billion	Annual pre-K-12 expenditures
24.2%	Minority students
14.3%	Children in poverty
16.3%	Students with disabilities

Education officials are also working to expand nontraditional paths to teaching to help staff low-performing schools.

Massachusetts currently recruits midcareer professionals and outstanding recent college graduates for the Massachusetts Institute for New Teachers, an accelerated-licensure program for candidates committed to working in needy schools. On average, 200 candidates a year

4.6%	English-language learners

(See "Sources.")

complete the accelerated program and meet state licensure requirements. In 1999, there were 59 participants.

The program has critics, however. A 2001 report out of Salem State College in Salem, Mass., criticized the high turnover rate of the program, which, for the teachers who signed on in the spring of 1999, was 20 percent. A separate report contended that the new teachers have been ill-prepared for the demands of day-to-day teaching.

Late last year, the state decoupled a $20,000 signing bonus for some of those who went through the program, and instead targeted the incentive on graduates of more traditional teacher-training programs who intend to work in high-need schools or subjects.

In June of last year, the state also launched a Web site aimed at making the process of becoming a teacher less burdensome. The online system allows people seeking teaching posts in Massachusetts to apply for certification, post their résumés, and locate job openings electronically.

Educators also can use the system to renew their licenses. Superintendents can use it to request waivers, check the licensure status of potential employees, review résumés, and post job openings.

"By simplifying the certification process, we are trying to address a backlog of paper applications and hopefully create a smoother system," says David P. Driscoll, the state education commissioner. "This will help us to better attract the best possible educators out there and move us closer to our goal of having a top-notch teacher in every classroom."

Teacher Tests

As in many other states, Massachusetts' effort to put a highly qualified teacher in every classroom is hindered by a critical shortage of teachers in such hard-to-staff subjects as mathematics, science, foreign languages, special education, and bilingual education. State officials say the challenge is being addressed in part by new routes to teacher licensure that strengthen the subject-matter knowledge for each license, and clarify alternative ways for prospective teachers to prepare for their careers.

The department of education also has been developing a comprehensive data system that will report on the distribution of highly qualified teachers across high-poverty and low-poverty schools.

During the 2002-03 school year, the department will, as part of the same program, begin to link licensure information with employment data so that it can determine the number of K-12 classes taught by highly qualified teachers within schools.

Meanwhile, in May 2002, the state's highest court boosted education officials' efforts to increase the number of well-qualified math teachers.

Teachers' unions in Massachusetts had challenged the state school board's 2000 requirement that secondary school math teachers be tested as part of the recertification process if more than 30 percent of regular education students in their schools failed state exams in the subject.

The unions sued to stop the mandate, arguing that the state board had exceeded its authority by approving a policy similar to the ones that state lawmakers had rejected in two consecutive legislative sessions.

But the Massachusetts Supreme Judicial Court upheld the state board's decision. James A. Peyser, the chairman of the state board of education, says the ruling gives Massachusetts the momentum to expand required exams for teachers whose students are underperforming in other subjects as well. "We need to consider broadening teacher testing," Peyser says.

In the state legislature, no action was taken on several bills that would have revised the state's accountability exams that students beginning this year must pass in mathematics and English in order to graduate. Many of those bills sought to end that graduation requirement. But the Massachusetts Comprehensive Assessment System, or MCAS, remains a hot topic of discussion. Driscoll, the state's commissioner of education, supports the use of the exam as a graduation requirement, but he asked the state board of education to allow local districts to grant students who have failed the MCAS but meet local requirements a certificate in lieu of a diploma. The board adopted the controversial "certificate of attainment" in November.

Lawmakers also overrode a budget veto by acting Gov. Jane Swift that would have eliminated a $28 million statewide grant program designed to create incentives for districts to move toward full-day kindergarten.

In other action, the acting governor signed into law a sweeping bill passed by the legislature last summer that will overhaul bilingual education in the state. The move was an unsuccessful effort to pre-empt an anti-bilingual-education ballot initiative last fall that was sponsored by Ron K. Unz, who has sponsored similar initiatives in California and Arizona. The bill signed by the acting governor provides districts with more flexibility in offering bilingual education classes.

—John Gehring

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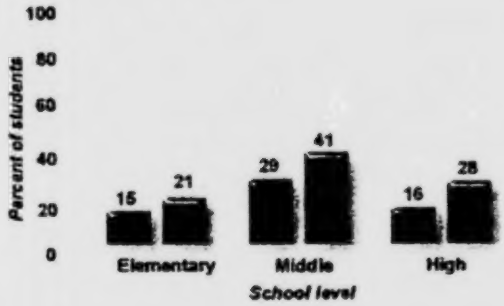

■ **Percent of Massachusetts students taught by a teacher without a major or minor in the subject**

■ **Percent of Massachusetts students taught by a teacher without BOTH a major AND certification in the subject**

SOURCE: Special analysis of National Center for Education Statistics, Schools and Staffing Survey (1999-2000) for *Education Week* by Richard Ingersoll, 2002

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Michigan

With some of the nation's biggest and best education schools churning out some of the country's most highly paid teachers, Michigan did not come early to a sense of urgency about the quality of teaching in its public schools.

But in the past few years, as state policymakers and education leaders looked harder at the K-12 schools that were failing to meet state standards, the issue of high-performing teachers for low-performing schools has emerged as a serious talking point.

Less clear is whether the talk will lead to a broad campaign aimed at narrowing the teacher-effectiveness gap. As 2002 ended, Michigan was undergoing a political transition, with three-term Republican Gov. John Engler and many legislators leaving office under term limits.

Efforts to narrow the gap are spotty. Districts, universities, and local teachers' unions have plotted some new directions for their communities, but no elected official outside the state

Michigan Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• Student Achievement (NAEP)	
4th graders proficient or above math (2000)	29%
8th graders proficient or above in math (2000)	28%
4th graders proficient or above in science (2000)	33%
8th graders proficient in science (2000)	37%
• Standards and Accountability	B-
• Improving Teacher Quality	D+
• School Climate	C+
• Resources: Adequacy	A-
• Resources: Equity	C-

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

school board has carried the banner for universal teacher quality. Now, with new Gov. Jennifer Granholm, a Democrat, and a new group of lawmakers installed, many education leaders hope the work will begin in earnest.

State schools chief Thomas D. Watkins Jr. and the state school board, in the spring of last year, advanced a bold plan for action on teacher quality, part of a five-pronged attack on the problem of underachievement among poor and minority children.

Board member John C. Austin, who co-chaired the task force that formulated the plan, says the state needs to elevate the topic of teacher excellence. "We don't have the kind of attention to it or investment in it that we should," he says.

The board's plan calls for more publicly available data on the performance of teacher-candidates; restructured certification that includes a formal "induction" period and an improvement plan for every fully certified teacher; state standards for teacher-preparation programs, including alternatives to the traditional programs; and a campaign to raise the profile of the teaching profession.

Few Statistics

Michigan collects little information about its teachers, though that is expected to change as the state's new system for compiling and reporting education data grows and the requirements of the federal "No Child Left Behind" Act of 2001 kick in.

VITAL STATISTICS

3,743	Public schools
97,000	Public school teachers
1,734,000	Pre-K-12 students
$14.9 billion	Annual pre-K-12 expenditures
25.3%	Minority students
16.8%	Children in poverty
13.4%	Students with disabilities
2.6%	English-language learners

(See "Sources.")

"No Child Left Behind has taken us all to a new level of consciousness," Carolyn Ellis Logan, who recently retired as the state education department's director of professional preparation and certification, says of the retooled Elementary and Secondary Education Act.

Among the few figures now available are those provided by the state under the requirements of the federal Higher Education Act's Title II. They show that in the 1999-2000 school year, almost 98 percent of Michigan teachers, including those in high-poverty districts, were fully certified.

That should mean that almost all the state's teachers have earned bachelor's degrees with both a major and a minor concentration in a "teachable area," and have undergone a period of supervised classroom teaching. They also should have passed state tests in basic skills and, in the case of secondary teachers, at least one academic-content-area test.

Yet the state's count of uncertified teachers in high-poverty districts in 1999-2000—56—is contradicted by the enrollment of more than 400 Detroit teachers who came forward a year later to win certification through an alternative program. In fact, one tally of uncertified teachers in Detroit during the 2001-02 school year arrived at 14 percent, or 1,300.

Michigan thus appears to be one of the states that reported what the Washington-based Education Trust, which presses for higher achievement among poor and minority children, calls "suspiciously low numbers" of uncertified teachers.

Still, it seems likely that many districts have few uncertified teachers. When a district does resort to uncertified teachers, it must have the approval of the state, which requires evidence that the school system has satisfactorily advertised its jobs.

And certification is only a start anyway, because it does not guarantee every child a high-quality teacher, especially in urban and rural areas, where the pool of candidates is shallowest.

"We don't have a problem with undercertified teachers the way Texas and California do," says David N. Plank, an education professor at Michigan State University in East Lansing. "But the fact remains, anecdotally, that the least mobile teachers, the teachers that have few other opportunities, often end up in urban schools," to the detriment of poor children's education, he says.

Urban districts are also the ones that most keenly feel the national dearth of minority teachers because of their high proportion of minority students.

Alternative Measures

By far the state's largest school system, the 162,000-student Detroit district a year and a half ago helped establish an alternative teacher-training program for improving and adding more minority teachers to its ranks.

The collaborative effort that includes the Detroit Federation of Teachers, Wayne State University, and the state education department, as well as the district, currently enrolls about 625 teachers. The pilot program allows Detroit instructors in shortage areas—elementary education, bilingual education, special education, mathematics, and science—to earn standard certification on a compressed schedule while continuing in the classroom. State officials are interested in seeing similar programs elsewhere in the state in the next several years.

Michigan State University, which has the largest teacher-preparation program in the state, has taken another approach to helping an urban neighbor. It recently formed a partnership with the largely minority Lansing district to put local students back into Lansing schools as effective teachers.

Similar collaborations with other districts may follow, according to Barbara Markle, the director of K-12 outreach for the university's college of education.

"Our issue is that teachers need high-quality preparation to go into communities and really focus on closing the achievement gap," Markle says. "But you also have to look at the whole system, and we're trying to work with superintendents in terms of helping them create a system that would support teachers."

Certification Changes

Since 1994, Michigan law has required mentoring for new teachers, as well as 15 days of training during the first three years of employment. But without more specific requirements or funding, many districts have done a perfunctory job with their rookies.

New standards for supporting beginning teachers are working their way through the system and could get teeth from being included in a new system of licensing. State education officials envision a licensing system with three levels rather than two, and mandatory use of individualized professional-development plans.

The state has also in the past several years revamped standards for granting teaching certificates in most content areas, in part as a way of ensuring that universities give prospective teachers the preparation they will need in their classrooms.

In a strong union state where teacher salaries adjusted for the cost of living are the second highest in the nation, according to the American Federation of Teachers' latest figures, Michigan is not known for teacher-contract innovations. Still, some local unions have agreed to changes that make it easier to hire teachers for specific jobs or to put effective teachers into low-performing schools. Departures from salaries that are uniform by years of experience and level of formal education are few, however.

The state itself provides no bonuses or salary increases to become a teacher, acquire advanced skills, or take a job where few are prepared to go. However, fee support is available to pursue the National Board for Professional Teaching Standards certification.

Under Gov. Engler, education policy was largely focused on building an accountability system for districts, schools, and students. That effort continued last year when the state board of education and legislative leaders approved a new school evaluation system, which replaces the state's old, lax system of accreditation. Leaders expected in the fall that by early this year each school would have received a grade of A, B, C, or D/Alert, or failed to be accredited, based on a number of criteria—most importantly, student performance on state tests.

Also in the spotlight last year was Michigan's charter school law. The law caps the number of schools that can be authorized by universities at 150, a limit decried by Engler but unchanged for three years while the legislature deadlocked on the issue. A compromise measure that would allow more of the schools but also impose more restrictions on them was likely to go before the legislature late last year. Under the proposed new law, the number of Michigan charter schools, now at 186, could go up by as many as 130 over the next five years.

—Bess Keller

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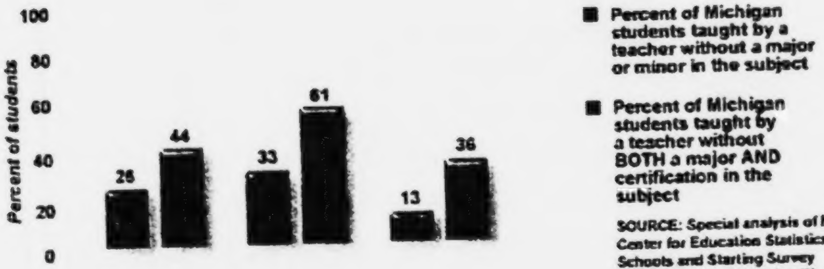

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Minnesota

Minnesota Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

- **Student Achievement** (NAEP)

4th graders proficient or above math (2000)	34%
8th graders proficient or above in math (2000)	40%
4th graders proficient or above in science (2000)	35%
8th graders proficient in science (2000)	42%

• **Standards and Accountability**	D-
• **Improving Teacher Quality**	C
• **School Climate**	B
• **Resources: Adequacy**	B
• **Resources: Equity**	B-

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

Minnesota is struggling with budget cuts and teacher layoffs, but officials there say a strong backbone for training educators leaves them ahead of the game when it comes to teacher quality.

As a state where a high percentage of teachers have bachelor's degrees with majors in the subjects they teach, Minnesota is well positioned to deal with the new federal mandate for a "highly qualified" teacher in every classroom by the end of the 2005-06 school year, says state schools chief Christine Jax. In an August 2002 report by the Education Trust, a Washington-based group working to improve education for disadvantaged children, Minnesota had the fewest teachers providing instruction outside their fields. Only 7 percent of its secondary classes in core academic subjects are taught by teachers lacking at least a minor in the subject they teach, according to the report.

Nonetheless, Minnesota is working to tweak its licensure

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system, implement incentives for teachers to stay in high-demand areas, and carve out alternative pathways for nontraditional teachers, Jax says.

In 2001, an autonomous licensing board approved a new set of teacher standards mandated by the legislature, requirements that focus on effective practices rather than classes taken, says Garnet Franklin, a professional- issues specialist who monitors licensing issues for Education Minnesota, the state teachers' union.

"Instead of dealing with the number of hours you have to sit in a class, ... this requires the demonstration of both skills and knowledge that show good teaching practices," she says.

Franklin's union resulted from the merger of the state affiliates of the American Federation of Teachers and the National Education Association.

'A Little Smug'

Last year, fewer than 300 unlicensed teachers were giving instruction in Minnesota schools, says George Maurer, the executive director of the Minnesota Board of Teaching, and many of them were just waiting for their certification paperwork to be finished.

The state has a computerized tracking program that provides information on licensed and nonlicensed teachers in local districts, he says. That tracking system had been abandoned for several years because of budget constraints, Maurer says, but in the past two years has been revived and updated.

VITAL STATISTICS	
2,105	Public schools
53,000	Public school teachers
846,000	Pre-K-12 students
$6.6 billion	Annual pre-K-12 expenditures
17.1%	Minority students
12.6%	Children in poverty
12.8%	Students with disabilities
5.4%	English-language learners

(See "Sources.")

School districts are also required to set aside 2 percent of their general education revenue for staff development. That amounted to $80 million in 2002.

Minnesota is in the early stages of devising strong alternative-pathways programs to make it easier for people to go into teaching as a second career.

Maurer said that the state also has future plans to implement "an alternative pathway for those people who have not gone the traditional route."

The goal of the initiative is to match potential teachers with a list of criteria and content, he says, though the details were still being worked out. For example, Maurer says, someone with a doctorate in chemistry recently approached a school district about teaching.

"We want to make sure they have the opportunity to get into the classroom and get the skills, and be supported in an effective manner," Maurer says.

While Franklin of the teachers' union points to real challenges for some geographic locations, especially rural ones, in attracting teachers, the state currently is doing little to provide incentives to teachers to remain in schools with "challenging students," she says.

"We're still on the very beginning brink of those kinds of discussions," Franklin says.

But a new, optional pay scale that allows districts to compensate teachers based on student outcomes rather than seniority steps could help reward more qualified teachers and help retain them in difficult-to-fill areas, says Jax, outgoing Gov. Jesse Ventura's appointee as the commissioner of the Minnesota Department of Children, Families, and Learning. Currently, four districts are using the new pay scale, she says.

While Minnesota is experiencing some teacher shortages, particularly in subjects like special education, mathematics, and science, recent budgetary problems and layoffs have eliminated most unfilled slots for teachers.

The state education budget was $4.6 billion in 2001 and $4.9 billion in 2002, and school districts have struggled to deal with huge local budget shortfalls blamed on lower-than-anticipated state revenues, increased cost, and declining enrollment.

This school year, more than 1,500 staff members—three-quarters of them teachers—were laid off in 27 districts that belong to Minnesota's Association of Metropolitan School Districts. The state has 350 districts, which serve more than 800,000 students.

But educators in the state say they're confident that Minnesota's ongoing efforts to maintain teacher quality will fit closely with the goals of the federal "No Child Left Behind" Act of 2001.

"Minnesota has always been fortunate to have a low percentage of out-of-field teachers," Franklin says. "Compared nationally, I guess we can be a little smug."

—Michelle R. Davis

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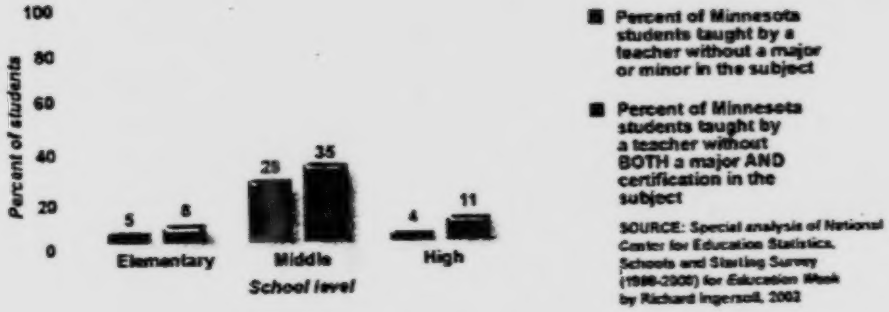

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Mississippi

Tight economic times are complicating efforts in Mississippi to erase the state's teacher quality gap and to attract more teachers generally. Although Mississippi has introduced several programs aimed at improving teacher quality, budget problems forced officials to scale back funding for at least some of them last year, including a scholarship program designed to draw more teachers to the areas where they are needed most.

State officials say districts in the poor, rural Mississippi Delta area are harder-pressed to find and keep teachers than those in wealthier, more populous areas. Those needy districts also tend to have fewer certified teachers per capita, according to Daphne L. Buckley, a special assistant to the state superintendent of education and the director of the office of quality educators.

Mississippi Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

Student Achievement (NAEP)	
4th graders proficient or above math (2000)	9%
8th graders proficient or above in math (2000)	8%
4th graders proficient or above in science (2000)	14%
8th graders proficient in science (2000)	15%
Standards and Accountability	C
Improving Teacher Quality	C-
School Climate	F
Resources: Adequacy	D+
Resources: Equity	C-

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

According to data from Westat, a contractor for the U.S. Department of Education, Mississippi faces a teacher-quality gap.

The Rockville, Md.-based research group reports that 5.4 percent of Mississippi teachers statewide were uncertified in the 2000-01 school year, but that the figure stood at 8.8 percent in high-poverty districts. Buckley says those statistics sound accurate.

The state, meanwhile, looked at a subset of educators and found that, in 2001-02, 97 percent of its 25,523 teachers in core academic subjects were fully certified while 1.7 percent held emergency certifications.

"Our districts work pretty hard" to find certified teachers, says Lynn House, the director of federal programs in the state department of education.

Compared with other states, Mississippi has a relatively high number of teachers certified through the National Board for Professional Teaching Standards, with 1,459 such teachers. But Buckley acknowledges that "it's hard to find people who are [nationally] certified in the Delta area."

The state also faces the subject-area teacher shortages common in many parts of the country. Specifically, Mississippi could use more special education, mathematics, science, and foreign-language educators. The shortages cut across grade levels.

Other Routes to Licensure

Buckley believes that new programs designed to bring nontraditional teachers into the classroom will help. For instance, in 2002, Mississippi launched the "Alternate Path to Quality Teachers" initiative, which offers a fast track for noneducators who want to join the teaching force. Participants—who had to have bachelor's degrees, though not in education—were required to complete a three-week training institute in the summer and then attend follow-up training sessions in the fall and this spring.

VITAL STATISTICS

884	Public schools
33,000	Public school teachers
492,000	Pre-K-12 students
$2.6 billion	Annual pre-K-12 expenditures
52.7%	Minority students
23.9%	Children in poverty
12.5%	Students with disabilities
	English-language

The summer path replaces a previous program that required participants to take certain college classes before entering the classroom, says Buckley. The new effort is faster than the one it replaced, and it includes a stronger support component, she says.

Ultimately, Mississippi will have three alternative paths: the fast-track initiative, a separate master's-degree program, and an eight-week, summer training

0.4% learners

(See "Sources.")

program that is scheduled for launch in 2003.

Lots of districts are getting by with long-term substitutes, says Beverly Sanders, the president of the Mississippi Association of Educators, a National Education Association affiliate with 8,000 members. The association estimates that Mississippi is short about 1,500 qualified teachers, but getting a clear handle on the problem is hard, Sanders says.

"Everywhere we go and everybody we talk to, it's an issue. Sometimes, the numbers don't add up," she says. But Sanders is not a fan of the three-week summer teaching institute. "Three weeks is just nowhere near enough time" to adequately prepare a new teacher, she says.

Buckley counters that many of the participants in the summer institutes have said three weeks is plenty. But, she adds, the state will have to evaluate the effectiveness of the program. She also doesn't expect the alternative-path programs to make a difference in the state's schools instantly, but, rather, over "the long haul."

Another means of support for the state's teachers is the Mississippi Teacher Center. Established in 1994 and located in Jackson, the state capital, the center has a staff of teacher recruiters who work to bring teachers to all Mississippi school districts. The center also runs a job-placement service through which districts can announce vacancies and teachers can search for openings. And the center offers training for new and veteran teachers.

Teacher Raises, Budget Cuts

In 2000, the state made a commitment to improve the lot of teachers when legislators passed a five-year plan to raise salaries. According to the American Federation of Teachers, Mississippi ranked 49th in average teacher salary in 2000-01 among the states and the District of Columbia.

In the 2001-02 school year, the plan's first year, teachers received a 2 percent raise; in years two and three, their salaries will increase by 6 percent. In the last two years of the plan, teachers are to receive annual 8 percent raises.

"Certainly, this is a tremendous stride for our state," says Steve Williams, a special assistant to the state schools superintendent. Taken together, the increases mean that a teacher earning $24,090 in 2001 would earn $32,000 in 2006, Williams adds. Some districts also supplement the state salary allocations.

In education spending generally, the biggest issue for Mississippi these days is the economy, Williams says. While the legislature did provide full funding for the teacher raises last year, budget problems prompted lawmakers to slow spending on the Mississippi Adequate Education Program, which is intended to equalize school spending statewide. The state's K-12 budget for fiscal 2003 is about $2.1 billion.

The budget crunch is also being felt in some teacher-oriented programs. For instance, the state has legislation on the books requiring districts to provide mentoring and other support to their new teachers. But the mandate has yet to be accompanied by funding, so few districts actually have put structured induction and mentoring programs in place, Buckley says.

Teacher Scholarships Trimmed

State-financed scholarship programs for future teachers have also seen their funding reduced, including a program that provides four-year scholarships for students who agree to teach in critical shortage areas after graduating from college.

Despite its budgetary setbacks, the state proudly released news of rising student test scores last July. "The progress our students made in one year is incredible," state Superintendent of Education Richard L. Thompson said in a statement accompanying the release of the 2002 scores on the Mississippi Curriculum Test. Last year, scale scores for students taking the test were higher than in 2001 in all content areas and grade levels, the state announced.

Meanwhile, Mississippi is trying to help district leaders get more creative in their dealings with new teachers. For instance, under a partnership between the state and Teachers College, Columbia University, three districts are getting training in how to help new teachers.

Last summer, two veteran teachers from the 4,300-student Moss Point district on Mississippi's Gulf Coast spent a week at Teachers College receiving training on mentoring new teachers. Teachers College faculty members, in turn, were set to visit the state to continue schooling the mentors. In addition, school officials envision links through e-mail and other technological means to the university's teaching experts.

Statistics show that many of the people who leave teaching do so in their first five years on the job, but in Moss Point, the feeling is that the first year of teaching is "do or die," says district Superintendent Tressie Shaw Harper. For that reason, the Teachers College program has great appeal, she says.

The Moss Point district is not an affluent one—about 75 percent of the students there qualify for free or reduced-price lunches. The district is also feeling the teacher-shortage pinch, Harper says, particularly at the secondary school level in specialty areas such as science and foreign languages.

Job opportunities for women, in particular, "have just exploded," Harper observes. "So we have to work harder to recruit people ... into the teaching profession."

It's not easy, but it can be done, she says. "You really have to talk the talk of why teaching is more than just a job," Harper says.

—Mary-Ellen Phelps Deily

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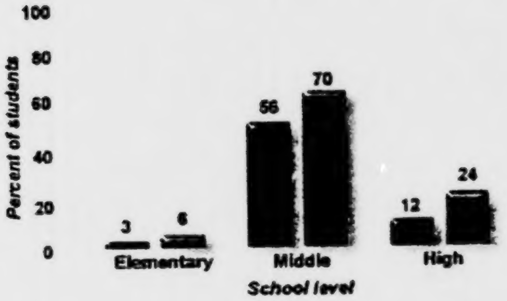

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Missouri

Missouri education officials say they have a long way to go when it comes to hiring and keeping highly qualified teachers. That task is especially great in urban and small rural districts, they say.

"In certain locations and certain subject areas, it is a real problem attracting quality teachers," says Orlo Shroyer, Missouri's deputy commissioner of education. "A 'significant' problem. That would be an appropriate term."

Right now, the state does not track the distribution of qualified teachers in low-performing schools or in high-poverty areas. But as Missouri deals with the new demands of the federal "No Child Left Behind" Act of 2001, which requires that states have highly qualified teachers in every classroom by the end of the 2005-06 school year, the state will begin keeping better statistics in the near future, Shroyer says.

Missouri Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	**23%**
8th graders proficient or above in math (2000)	**22%**
4th graders proficient or above in science (2000)	**35%**
8th graders proficient in science (2000)	**36%**
• **Standards and Accountability**	**B+**
• **Improving Teacher Quality**	**C+**
• **School Climate**	**C+**
• **Resources: Adequacy**	**C**
• **Resources: Equity**	**D-**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

Each year, school districts report to the state which teachers on staff are not properly certified for their teaching assignments. The state then notifies the districts of the positions they must

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fill with better-qualified teachers. But sometimes, Shroyer says, districts just can't meet that standard. The state considers a qualified teacher to be one who is certified by the state.

A study released in March 2002 by a state task force on eliminating the achievement gap found that, in Missouri, the lowest-performing students have teachers with the lowest scores on the ACT college-admissions test, while the highest-performing students have teachers with the highest ACT scores. The study reported that the state's high-minority, high- poverty districts not only have a disproportionate share of new teachers with below-average ACT scores, but also have lower-than-average percentages of new teachers with above-average ACT scores.

Finding teachers of any stripe is a looming challenge for the state. According to a report released two years ago by Southwest Missouri State University, the demand for teachers in Missouri was the highest it had been in 15 years. The report said Missouri would need more than 10,000 new teachers by the fall of 2003, almost three times the number needed 10 years ago. The university no longer tracks such data and will not have a report for 2001-02.

But as the demand increases, the supply is shrinking. The state issued 34 percent fewer teaching certificates in 2000-01 than it did in 1996-97. According to the report, the state's teacher shortages occur in the same subject areas as in many other states: special education, chemistry, foreign languages, industrial technology, mathematics, English as a second language, biology, and gifted education.

VITAL STATISTICS

2,266	Public schools
64,000	Public school teachers
893,000	Pre-K-12 students
$5.9 billion	Annual pre-K-12 expenditures
20.9%	Minority students
16.8%	Children in poverty
14.9%	Students with disabilities
1.1%	English-language learners

(See "Sources.")

To help combat the problem, the state department of education took steps last year to get more teachers into hard-to-fill positions. And fast.

The state set up a temporary-certification process for teachers, allowing candidates with bachelor's degrees to get "temporary authorization" and teach as long as they are working toward certification. Missouri issued 800 temporary authorizations last school year, Shroyer says.

In addition, Missouri has started allowing a teacher to become certified in another academic-content area if he or she receives a qualifying score on the national Praxis II exam in that subject. So far, more than 1,000 teachers have taken Praxis II to become certified in other subjects.

'Quick Fixes'

But critics say the measures were quick fixes, not long-term strategies. In fact, they argue, the steps taken by the state have meant that teachers who are less qualified than ever are staffing classrooms.

"I'm not impressed by how committed the state is to making sure there are highly qualified teachers in every school. They are committed to making it easier to find people to staff schools," says Carol K. Schmook, the assistant executive director for the Missouri state affiliate of the National Education Association. "The temporary certifications make it easier to hire people. The verdict is still out on what exactly makes a teacher 'highly qualified.' "

In her view, she says, the state will never attract and retain highly qualified teachers, especially in hard-to-staff schools, without raising salaries. In 2000-01, according to American Federation of Teachers figures, the average teacher salary in Missouri was $37,713, compared with a national average of $43,250.

Meanwhile, 2002 held many other developments in education for Missouri.

Reflecting the difficult economic climate of most states, Gov. Bob Holden, a Democrat, signed a budget for fiscal 2003 that is leaner than Missouri's previous spending plan.

The overall state budget of $18.9 billion for the current fiscal year is $372.9 million lower than in 2002, a 2 percent drop, but still includes an increase for public schools. It falls short, however, of meeting the full funding levels called for by the state formula for determining each school district's base funding.

Lawmakers also passed a new accountability program, as well as a measure to help balance the state budget and finance schools.

The finance law revises the formula that determines the base funding for elementary and secondary schools. Instead of annual reviews of local tax valuations and other factors that determine per- pupil state aid, the new formula will average those amounts over two years. That means there will no longer be yearly state funding spikes that, in the past, have been necessary to reflect shifting tax values.

Holden scored a big win with the passage of his accountability plan, which will hold low-performing schools to higher expectations on state exams and in other areas of student achievement. The law will exempt high-achieving schools from some rules.

Under the plan, teachers and administrators at the low-performing schools could be required to receive more training. The poorly performing schools will have to submit improvement plans, including strategies to help individual students with low test scores.

In other news, the 30,000-student Kansas City school system averted a state takeover after Missouri officials decided that the district had improved just enough to have its unaccredited status lifted. The state board of education voted unanimously in April of last year to give the district "provisional accreditation."

—Lisa Fine Goldstein

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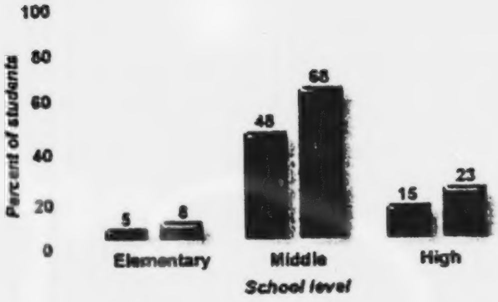

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Montana

Montana has difficulty finding and keeping qualified teachers because it can't compete with the salaries offered by nearby states, education officials there say. So those officials haven't yet done much to address the specific issue of how qualified teachers are distributed throughout the state.

"We're looking at it," says Nancy Coopersmith, an assistant superintendent for the educational services department of the Montana Office of Public Instruction. "Can we be proactive? Probably not, because our schools are having such a hard time recruiting teachers. ... Salary and geographic isolation are the two big issues in Montana for recruiting and retaining teachers."

Montana Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	25%
8th graders proficient or above in math (2000)	37%
4th graders proficient or above in science (2000)	37%
8th graders proficient in science (2000)	46%
• **Standards and Accountability**	F
• **Improving Teacher Quality**	D
• **School Climate**	C
• **Resources: Adequacy**	B-
• **Resources: Equity**	D-

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

"It goes back to our economics," adds Bob Vogel, the director of governmental relations for the Montana School Boards Association. "It's become more difficult to retain teachers in Montana because of our lack of ability to compete with other states. As recent graduates from schools of education come out and look at getting into the workforce, they are looking at

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Nevada and California."

In the 2000-01 school year, the average salary for a Montana teacher was $33,249, which was $10,000 less than the average teacher salary nationwide, according to the American Federation of Teachers.

Education leaders aren't expecting the state's economic troubles to let up any time soon, but they are still planning to ask the legislature this year for more money for precollegiate education.

In August of last year, the legislature met in a special session to trim the fiscal 2003 budget. It cut the $503 million K-12 budget for fiscal 2003 by $5.7 million. The cuts mostly affected school technology and construction.

Tracking Provisional Licensing

Montana publishes an annual report on the number of teachers working with provisional certificates in each school. Last school year, 5 percent of the state's 10,400 teachers were provisionally certified, meaning they had earned a college degree but had not yet met all the requirements for a full teaching license in their subject area.

The report for the 2001-02 school year shows that many schools serving American Indian students have teachers who aren't fully certified, says Joe Lamson, the director of communications for the state education agency. He notes that many of those schools are low-performing.

For example, the report shows that nearly a third of the 26 teachers at two of the schools serving students from the Northern Cheyenne Reservation—Ashland Elementary School and Lame Deer High School—had provisional licenses last school year.

VITAL STATISTICS

878	Public schools
10,000	Public school teachers
152,000	Pre-K-12 students
$1.1 billion	Annual pre-K-12 expenditures
13.8%	Minority students
21.9%	Children in poverty
12.3%	Students with disabilities
2.6%	English-language learners

Coopersmith says Montana has 100 one-room schools. The state's report on teacher certification shows that 64 rural elementary schools had only one teacher—and eight of those schools had teachers who weren't fully certified in the 2001-02 school year.

The state has only one initiative that Coopersmith perceives as addressing teacher retention. Since 2000, Montana has provided $3,000 bonuses to teachers who earn certification from the National Board for

(See "Sources.")

Professional Teaching Standards. As of last fall, 28 Montana teachers had earned the certification.

The legislature rejected proposals for initiatives dealing with teacher recruitment and retention when it last met for a regular session, from January through April 2001.

"We had several bills that would have helped forgive student loans to teachers in those hard-to-fill positions or schools," Lamson says. "We passed it through both houses of the legislature. In the final days, the governor withdrew funding for it, and the legislature went along with [the governor's decision]."

Lawmakers also turned down a plan to provide districts with financial incentives to establish teacher-mentoring programs.

State education officials plan to ask the legislature once again during its 2003 session to approve a loan-forgiveness program for teachers..

Designing a Test

The state hasn't made any changes to its academic standards or accountability system in the past year. It signed a contract with Measured Progress, a Dover, N.H.-based company, for creation of a test that will enable the state to comply with federal regulations under the 1994 version of the Elementary and Secondary Education Act. The company has been charged with preparing a test for the 2005-06 school year.

"We have a compliance agreement with the federal government to meet the requirements of the old ESEA," says Coopersmith. She says the new test will also enable the state to comply with the "No Child Left Behind" Act of 2001, the current version of the ESEA.

Another issue the state is focusing on is how to help districts deal with the rising cost of employee health insurance. The Montana teachers' union, the Montana Education Association-Montana Federation of Teachers, is exploring how school employees statewide could join together to buy health-care insurance with legislative support.

Also, the MEA-MFT, along with 11 districts and a group of parents, filed a school finance lawsuit against the state last September. The suit argues that the legislature isn't giving enough aid to K-12 education to meet its state constitutional obligation to "provide a basic system of free quality public elementary and secondary schools."

—Mary Ann Zehr

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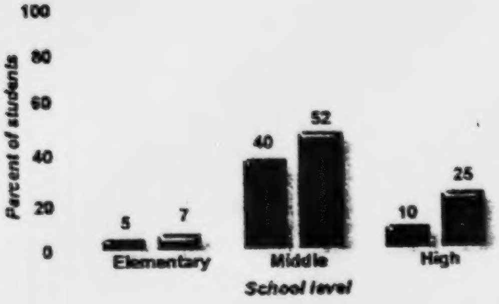

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Nebraska

Nebraska's small, rural school districts are bearing the brunt of a persistent teacher shortage and cutbacks in programs aimed at improving teacher quality, recruitment, and retention.

While virtually all the state's 21,000 teachers are fully certified, a portion of them aren't endorsed in the subjects they teach. And a good number of those teachers tend to be in more remote communities.

Fifteen percent of classes are taught by teachers who don't have at least a minor in the subjects they teach, according to a federal survey. That's below the national average of 24 percent.

Nevertheless, "this is becoming a major problem in our smaller, rural schools," says Jay Sears, the director of instructional advocacy for the Nebraska State Education Association.

Nebraska teachers must graduate from a teacher-training program for certification, and high school teachers must have majored in their subject areas. But between 3.2 percent and 6.1

Nebraska Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

Student Achievement (NAEP)	
4th graders proficient or above math (2000)	**24%**
8th graders proficient or above in math (2000)	**31%**
4th graders proficient or above in science (2000)	**26%**
8th graders proficient in science (2000)	**36%**
Standards and Accountability	**F**
Improving Teacher Quality	**C-**
School Climate	**C+**
Resources: Adequacy	**B**
Resources: Equity	**D+**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

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percent of teachers have not earned endorsements in the content areas they teach, according to Nebraska's 2000-01 state report card.

In language arts, for example, 86.5 percent of middle and high school teachers held endorsements in their subject areas, while 83.5 percent of middle and high school science teachers and 95.8 percent of mathematics teachers had endorsements.

Such numbers won't be high enough to meet requirements embedded in the federal "No Child Left Behind" Act of 2001, which mandates that by the end of the 2005-06 school year, all public school teachers of core academic subjects have demonstrated competence in each of the subjects they teach.

That requirement concerns Marge Harouff, an administrator in the state education department who oversees teacher education and certification.

"NCLB is going to cause us problems because we have some teachers teaching out of their content area part of the day," she says. "We as a state have to look more carefully at how stringent we need to be with preparation."

Not the Top of the Line

The teacher-quality gap becomes more of an issue as the Cornhusker State grapples with a teacher shortage that observers say is likely to get worse.

VITAL STATISTICS

1,296	Public schools
21,000	Public school teachers
285,000	Pre-K-12 students
$2.2 billion	Annual pre-K-12 expenditures
17%	Minority students
13.8%	Children in poverty
15.3%	Students with disabilities
3.2%	English-language learners

(See "Sources.")

A recent state study shows that 68 out of 230 districts reported shortages of at least one and as many as 15 teachers. The shortages are especially acute in areas such as special education, foreign languages, music, and guidance counseling. Again, it's the smaller, rural districts that are hit the hardest. Almost 80 percent of the districts with unfilled positions have 1,000 or fewer students, and nearly 66 percent are districts with 500 or fewer students.

Such districts tend to pay less than their urban and suburban counterparts. And rural communities don't have the nightlife and similar amenities that help attract younger teachers.

To make up for those deficiencies, some rural districts with shortages offer housing for teachers. "Otherwise," says Harouff, "they wouldn't come."

More than a third of Nebraska's newly certified teacher-candidates, lured by higher salaries and other incentives, go to states such as Colorado and Texas, or bypass teaching altogether and enter other fields, some state education officials say. While Colorado and Texas rank 25th and 26th, respectively, in average teacher salaries, Nebraska ranks 44th.

In addition, about 50 percent of the state's teachers will be eligible to retire in the next five years, according to a study conducted by the University of Nebraska-Lincoln Teachers College Institute.

The study also shows two troubling trends: Not only are many districts in the mostly rural state seeing fewer teacher applicants, but the quality of those they do see is declining. In the study, 187 districts reported that their applicants were less qualified than in past years; only 19 reported that the quality of teacher candidates had improved.

New Recruiting Measures

Because of such problems, shoring up the teaching force is one of the main priorities of Nebraska's education leaders.

One response is a proposed alternative teacher-certification program, which was unveiled statewide in fall 2002, along with a recruitment plan to encourage participation in that fast-track route. Candidates with bachelor's degrees can start teaching after completing a written assessment of their experience and education—and crafting a plan for completing a teacher education program within five years.

The state board of education also is waiving the requirement that out-of- state teachers with at least three years' experience or certification from the National Board for Professional Teaching Standards pass the Praxis I basic-skills test.

In addition, the state allows some teachers to work in schools under a "provisional- commitment certificate." The temporary certificate authorizes candidates who have completed at least half their teacher education program to begin classroom teaching before they are licensed teachers.

The state has been reeling from substantial revenue shortfalls. Despite a number of cutbacks, Nebraska's budget deficit had ballooned from $461 million to $616 million by late October 2002, according to estimates by the state's economic-forecasting advisory board.

From October 2001 to 2002, the legislature met in two special sessions, besides its regular session, to balance the state budget. Legislators slashed Medicaid coverage for thousands, cut higher education funding, laid off more than 300 state employees and increased taxes by $117 million, among other steps.

State aid to schools had been protected throughout 2002, but it was unclear whether that protection would continue after the advisory board's latest estimate.

While a number of other programs and incentives to improve teacher quality and to recruit and retain teachers have been approved by the legislature, Nebraska's economic downturn has left most of those programs unfunded.

For instance, the legislature approved but was not able to pay for a master-teacher program designed to award more money and perhaps other incentives to teachers who receive national teaching credentials from the National Board for Professional Teaching Standards.

A teacher-mentor program that's been in place since 1999 lost its funding as well because of the state revenue shortfall.

—Rhea R. Borja

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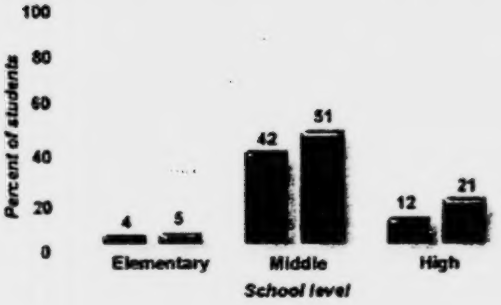

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Nevada

While Nevada's largest school district has taken some aggressive steps to help needy schools get better teachers, the state itself doesn't view the distribution of licensed and experienced teachers as a major concern.

The state keeps averages on teachers' pay, years of experience, and race or ethnicity. It also generates school-by-school reports listing areas of licensure, out-of-field teaching, and results of student testing. But state officials do not match those figures to schools' poverty levels.

Under federal law, states are required to produce annual report cards, starting this school year, that provide information on the percentage of classes in high-poverty vs. low-poverty schools that are not taught by "highly qualified" teachers.

Nevada Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	16%
8th graders proficient or above in math (2000)	20%
4th graders proficient or above in science (2000)	19%
8th graders proficient in science (2000)	23%
• **Standards and Accountability**	B-
• **Improving Teacher Quality**	C-
• **School Climate**	D+
• **Resources: Adequacy**	C-
• **Resources: Equity**	B

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

In the 246,000-student Clark County school district, which includes Las Vegas and educates 70 percent of the state's public school students, local officials do not track the distribution of qualified teachers by high- vs. low-poverty schools.

However, Clark County's needy schools are given first choice when it comes to teacher applicants. Those schools are given the opportunity to evaluate and interview applicants before any other schools.

In the past, applicants who turned down positions at hard-to-staff schools were not eligible for other positions in the district, says George Ann Rice, the district's associate superintendent for human resources. She says that measure ensured that schools in high-poverty communities were not left to choose from the weakest available applicants.

But this school year, the district is not enforcing that policy because of a critical teacher shortage, according to Rice.

Besides, Rice says, the real issue in her district is teacher retention. Though both state and local officials describe recruitment as an onerous, year-round process, they say keeping teachers once they're hired is even more difficult.

VITAL STATISTICS

500	Public schools
19,000	Public school teachers
356,000	Pre-K-12 students
$2.2 billion	Annual pre-K-12 expenditures
43.2%	Minority students
15.0%	Children in poverty
11.2%	Students with disabilities
12.4%	English-language learners

(See "Sources.")

With the state's average starting salary for teachers hovering around $26,000, Nevada cannot compete with nearby states that offer better pay. Moreover, the state is ill equipped to draw from its own higher education system.

Nevada's teacher-training institutions do not have the capacity to produce enough teachers for a state in which public school enrollment has been rapidly increasing for years. Student enrollment in the state has increased from 265,000 to 356,000 over the past five years—a growth rate that is almost three times the national average.

As a consequence, 65 percent to 70 percent of its new teachers are hired from outside the state, Nevada officials say.

Licensing Rules and Exceptions

To be a teacher in Nevada, an educator ordinarily must have a bachelor's degree in the subject he or she plans to teach, must complete an approved teacher-preparation program, and must pass tests in basic skills and pedagogy as well as a state subject-area assessment.

If a school district wishes to assign a teacher outside his or her subject area, the district must first submit a plan to the state justifying the need for a teacher in that area and demonstrate why the district doesn't have the funding or other resources to find an educator who is licensed in the subject.

For some substitute teachers holding associate's degrees, the state also makes exceptions to its rules. To make it into the classroom, those would-be teachers must have at least 62 units of college credit beyond their associate's degrees, meaning they are making an effort to earn their bachelor's degrees.

Occupational teachers, such as carpentry and auto mechanics instructors, are not required to hold bachelor's degrees. Rather, they are required to have at least five years of job experience.

Overall, the percentage of first-year teachers in Nevada is 11 percent.

Some Positions Hard to Fill

The state does offer some alternative routes to teaching, especially in hard-to-staff fields such as special education. But the regulations imposed by the state make it difficult for teacher-candidates to pursue those options.

Nevada's requirements for teacher testing, which began in 1991, have also deterred some applicants.

"That's why people do not like to apply in Nevada," says Chopin Kiang, an administrator with the state office of teacher licensure, "because our requirements are rigorous, and our expectations are higher than most states'."

However, he says, with new requirements being imposed nationally as part of the "No Child Left Behind" Act of 2001, other states will also be forced to adopt similar measures, and the result may be a more level playing field that will help Nevada recruit and retain more teachers.

For the time being, teacher shortages in Nevada are considered critical, according to Keith Rheault, the deputy superintendent for instructional, research, and evaluative services in the state education department.

As of last fall, according to Rheault, the state needed 600 to 1,200 teachers, mostly in special education and bilingual education. Nevada also has a pressing need for mathematics, science, and English teachers at the secondary level.

To deal with its chronic shortages, the legislature had already approved in 2001 a $2,000 signing bonus for new teachers in all subjects. It also passed a measure that year that allows districts to rehire retired teachers without jeopardizing their retirement benefits.

In addition, as an enticement to get teachers into schools with high needs, the state offers educators who work in such schools an option for early retirement later in their careers.

Districts across the state have been lobbying for an overall increase in teacher salaries. That could mean a $3,000 increase in starting salaries and an overall increase of 5 percent for veteran teachers.

Nevada must do something about its teacher woes, state PTA President Barbara Clark says.

Clark says Nevada is at risk of seeing its teacher shortages worsen in the coming years because other states are already dangling better incentives.

On another front, Nevada implemented newly revised high school exit exams in reading and math during the 2001-02 school year, and adjusted the administration of the exams so that 10th graders had an opportunity to take them in the spring of 2002.

—Marianne Hurst

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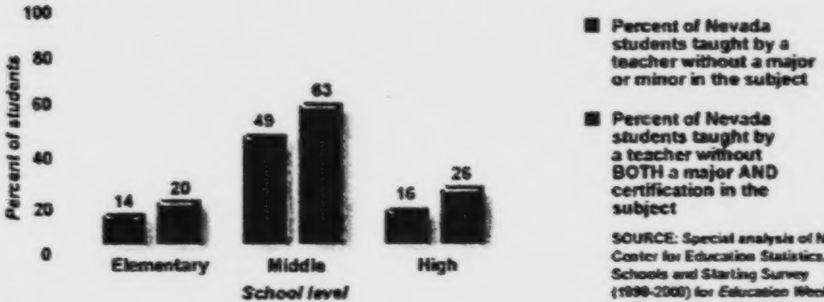

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New Hampshire

With little solid data to go on, policymakers in the Granite State are hard-pressed to tell whether their state suffers from a teacher-quality gap.

State education officials concede, however, that some districts and some schools probably do employ better-qualified teaching staffs than others. The rural districts north of the White Mountains, for example, perennially scramble to find enough good teachers to fill their classrooms or to assign qualified teachers to take on classes out of their fields. It's not unheard of in the "North Country" for the high school chemistry teacher to take on the school's only physics class, for example, or for retired university educators to come in and pinch hit in a class.

New Hampshire Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	?
8th graders proficient or above in math (2000)	?
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
• **Standards and Accountability**	C
• **Improving Teacher Quality**	D
• **School Climate**	?
• **Resources: Adequacy**	C+
• **Resources: Equity**	D

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

Teacher shortages in specific subject areas, such as physical science, mathematics, and special education, also crop up throughout the state.

More precise shortage patterns are hard to discern, though, from the limited district-by-district data that state education

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Jump to this state's vital statistics.

View all New Hampshire data or compare data among states.

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officials collect. Statistics on teachers' educational attainment, for example, suggest that the proportion of teachers with master's degrees may be just as high in districts where moose outnumber schoolchildren as they are in the more densely populated areas in the southern part of the state.

State education officials hope to have more specific answers to questions concerning the qualifications of their teaching force two years from now, when the education department's new data-collection system goes online. The system will allow local school officials to continually update information on their own districts, as well as enable the state to meet the new federal reporting requirements in the "No Child Left Behind" Act of 2001.

In the meantime, the state is focusing on measures to upgrade the quality of all its 14,000 teachers, to create more flexible pathways for nontraditional candidates to enter the profession, and to develop more formal systems for mentoring teachers new to the profession.

Taking a Step

On the teacher-quality front, the state board of education in 2002 upgraded the standards under which teachers are recertified. The new regulation raises the number of hours of professional-development time that teachers must clock over three years from 50 to 75. New requirements also are in place for teachers with endorsements in more than one subject area.

Also, since 2001, every district in the state has been required to have a master plan outlining how it will provide its teachers with the training they need to teach to state and national curriculum standards. And, since 1998, all new teachers have had to take and pass the national Praxis I test of basic skills. Teachers hoping to be certified in specific subject areas must take Praxis II as well.

VITAL STATISTICS

524	Public schools
14,000	Public school teachers
211,000	Pre-K-12 students
$1.7 billion	Annual pre-K-12 expenditures
4.5%	Minority students
10.6%	Children in poverty
14.2%	Students with disabilities
1.2%	English-language learners

New Hampshire, in the face of teacher shortages, really has taken a step and said, 'We're not going to lower our standards just because less teachers are available,' " says Peggy McAllister, the president of the New Hampshire Association of School Principals.

Long-running concerns about teacher shortages prompted the state as far back as 1975 to establish its first alternative-certification pathways for teachers. Interest in attracting

(See "Sources.")

nontraditional teachers arose again in the 1990s, as it became apparent that a majority of the state's teaching force was nearing retirement age.

Multiple Pathways

Now the state has five alternative pathways, and the number of teachers entering the profession through such routes has grown. The options range from an examination and peer-review process for nontraditional teachers to an on-the-job training program. Under the latter category, the hiring districts must agree to supervise and train their new hires.

In 2002, the legislature made it even easier for districts to hire nontraditional teachers by allowing local superintendents to declare their own emergency teaching shortages. Up until then, the state decided when such designations were merited and, consequently, when districts could hire teachers on an emergency basis. The change in the law also permits those newly minted teachers to stay in the classroom for a year before undergoing additional training.

The potential problem for the state is that some of the educators joining the profession via that route, and possibly some of the state's other alternative-certification pathways, may not meet the federal government's new definition of a "highly qualified" teacher. Under the No Child Left Behind Act, the state must have a highly qualified teacher in every classroom by the end of the 2005-06 school year.

"On the one hand, this may enrich the people we have in our classrooms," Nicholas V. Donohue, the state education commissioner, says in reference to the new law. "On the other hand, with the new requirements in No Child Left Behind facing us, this will make the challenge of getting all our teachers certified that much greater."

Even before the federal law was passed, however, the state was re-examining its alternative-certification programs. After nearly two years of deliberation, the state's professional- standards board in 2002 made recommendations to the state board of education for ways to improve alternative-certification systems.

The board was also scheduled to get recommendations last year on ways to improve the state's process for approving teacher-preparation programs while at the same time making it more flexible. The state will, for example, begin working more closely with its higher education system to target the strengths and weaknesses of teaching candidates following alternative routes and to develop the training needed to fill in the gaps, according to Judith D. Fillion, the director of the division of program support for the state education department.

Also, because keeping fledgling teachers on the job is as important as attracting new ones, a separate task force was scheduled last year to present the board with its ideas for creating a more formal mentoring system for novice teachers.

Through a federal grant, the state in 2001 also launched Project Across, an effort to attract 100 new teachers to the profession, link them with 100 mentors, and involve them in an intensified teacher-training program. While not specifically aimed at the North Country schools said to suffer from the worst teacher shortages, the new efforts are expected to benefit them nonetheless.

In the meantime, those districts, with support from the state and private donors, have banded together to develop a Web site and promotional brochures to attract new teachers to their schools. With little to offer in the way of pay incentives, the campaign extols the outdoor activities and natural beauty that the region affords.

The greatest education challenge in New Hampshire remains the question of how to adequately and equitably finance schooling for all children. The state has been wrestling with the issue since 1990, when a coalition of property-poor towns filed a lawsuit charging that the state's locally driven education finance system was unfair. The state supreme court agreed, striking down the state's school funding system in 1993 and 1999. Even though New Hampshire in 2000 instituted a statewide property tax and several new business taxes to address the court's concerns, the court showed again in 2002 that the issue was not going to go away. A majority of the justices ruled that the state's school funding system was still unconstitutional, because it lacked mechanisms for ensuring that all schools were providing an adequate education.

The ruling kicked the issue back to the legislature, which was already struggling over how the state should define an "adequate education" and how much it should cost.

"The biggest challenge for us in New Hampshire is to make the decision culturally that education is a statewide concern," says Donohue, the state education commissioner. "Money talks, and the distribution of money talks."

—Debra Viadero

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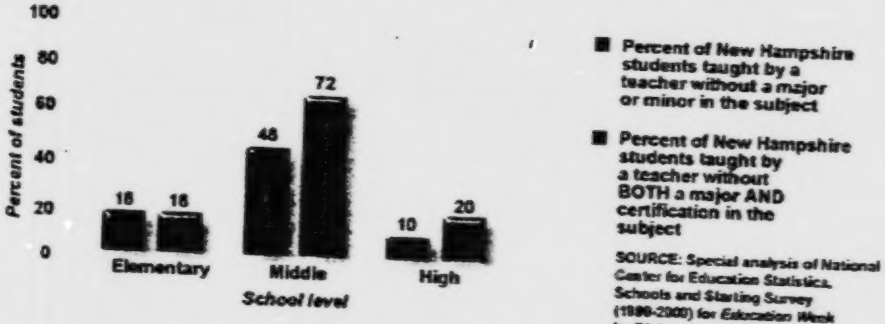

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New Jersey

With more than 98 percent of its teachers fully certified, and rigorous requirements in place to obtain that certification, New Jersey appears to be on the road to building a strong teacher corps. Its high-poverty districts do have a greater share of less-than-fully-certified teachers than their wealthier counterparts, but that gap is narrower than in many other states.

In New Jersey districts, 2.9 percent of public school teachers were not fully certified in the fall of 2000, compared with 1.4 percent in all other districts, according to data submitted by the state under Title II of the Higher Education Act of 1998.

Statewide, 1,815, or fewer than 2 percent, of its 106,000 teachers were not fully certified. Of those, one-quarter were teaching with emergency certificates, which are allowed in only three content areas: English as a second language, special education, and bilingual education. The rest were working through the Garden State's alternative route to certification, teaching with provisional certificates while

New Jersey Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	?
8th graders proficient or above in math (2000)	?
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
• **Standards and Accountability**	C+
• **Improving Teacher Quality**	C
• **School Climate**	?
• **Resources: Adequacy**	B+
• **Resources: Equity**	D

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

View the percent of students taking classes with under-qualified teachers in New Jersey.

Jump to this state's vital statistics.

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completing their pedagogy and student-teaching requirements for full credentials.

To obtain a teaching certificate through the traditional route, New Jersey's teachers must have maintained a 2.75 grade point average while earning a bachelor's degree. They must have completed pedagogical training, requirements for majors in the fields in which they plan to teach, or—for elementary education teachers—in the liberal arts or sciences, and must pass a licensing exam.

New Jersey education officials view that preparation as sufficiently rigorous to fulfill the mandate of the federal "No Child Left Behind" Act of 2001 that every classroom have a "highly qualified" teacher in place by the end of the 2005-06 school year. But they acknowledge that full certification alone doesn't necessarily ensure an even distribution of effective teachers across low-income and high-income neighborhoods.

"By and large, we're successful at getting people who hold certificates into classrooms [in urban and low-performing schools]," says Richard C. Ten Eyck, the assistant commissioner for educational programs and assessment. "But one would be overly optimistic to assume that is equated with the same level of quality as it is in other areas."

Reporting Data

The state already reports to the public some aspects of teacher qualifications. Each school's annual report card shows what portion of its teachers hold advanced degrees, and the number who are certified by—or have applied to be certified by—the National Board for Professional Teaching Standards. It reports the average number of years of experience of the district's teachers compared with the statewide average. It does not show what portion of each school's teachers are not fully certified.

The only data that compare teacher qualifications in high-poverty districts with those in other districts are those gathered for the Title II report. Those data—while available to anyone who wishes to review them—are not distributed to the public. The figures produced for that report offer a look at all high-poverty districts as a group statewide, not at individual districts or schools.

Higher Teacher Standards

To comply with the new federal regulations, the state education department plans to ask districts to answer additional questions online so it can gather more detailed information about school- and district-level teacher qualifications, says Jay Doolan, the director of the state's office of academic and professional standards.

Meanwhile, New Jersey is taking steps to ensure and improve teacher quality. The state raised the required grade point average for certification from 2.5 to 2.75 for those who graduate after September 2004, and it has eliminated emergency certifications except in bilingual and special education and English as a second language. In 1998, the department began requiring all teachers to complete 100 hours of professional development in each five-year period.

The state is also developing sets of standards that will shape the training of all teachers and administrators, setting forth what they must know and be able to do. The state board of education was scheduled to review those proposed standards in January 2003. Democratic Gov. James E. McGreevey, who took office in January of 2002, also established a task force to examine how the state can improve the quality of its teaching force.

In a year when New Jersey's $6 billion pre-K-12 education budget remained frozen at the same level as the previous year's, some efforts to improve teacher quality were curtailed. Chief among those losses was a proposed $6.4 million allocation for the second year of a program that required the state to shoulder the approximately $500 that each of New Jersey's 8,000 first-year teachers was required to pay to undergo state-mandated mentoring. Once again now that its funding has been cut, novice teachers must pay the costs themselves unless their districts volunteer to do so.

Joyce Powell, the vice president of the 175,000-member New Jersey Education Association and a member of the governor's task force, says losing the mentoring funds was a disappointment, since such programs are considered important to retaining new teachers. Compensation of new teachers is also an issue, she says, especially in low-performing schools and districts.

While New Jersey's average starting salary of $33,000 tops that of many states, Powell notes that the state also has a higher-than-average cost of living. The NJEA, an affiliate of the National Education Association, advocates a starting salary of $40,000, and 50 of the state's 680 districts—including 10 of its neediest districts—are paying new teachers that much or more, she says.

Other Steps Toward Reform

Much of the state's attention to complying with the No Child Left Behind law has been centered on overhauling its assessment system. Currently, New Jersey's students take state tests aligned with its standards in mathematics and reading in 4th, 8th, and 11th grades, as well as a science test in 8th.

The state is revising its system to employ a blend of state-designed standardized tests and performance assessments, and to expand it so there are annual tests in grades 3-8, as required by the federal law. A science test for 4th and 11th graders will be added as well.

New Jersey hopes to phase in the new 3rd and 4th grade tests by spring of 2003, and subsequent grades in stages, with the full system in place by the 2005-06 school year, says Ten Eyck. The performance assessments are to be developed and pilot-tested in a group of districts during the 2002-03 school year, he says.

In 2002, the state undertook its first full review of its core-curriculum standards since they were adopted in 1996. More detail was added on what students are expected to know and be able to do, and additional grade-level benchmarks were included to assist teachers in developing curricula.

New Jersey made some changes during the 2001-02 academic year to its accountability program as well, disaggregating for the first time its student-achievement data by gender, race, and ethnicity. It had previously broken out that data only for limited-English-proficient students and those in special education, Ten Eyck says.

The new data reactivated concerns about the achievement gap, he says, because they showed that in some places where schools had reasonably high achievement overall, some racial and ethnic groups lagged behind.

Despite a tough fiscal picture, the state budget includes a $10 million appropriation to train teachers around the state as reading coaches, a cornerstone of Gov. McGreevey's early-literacy campaign.

—Catherine Gewertz

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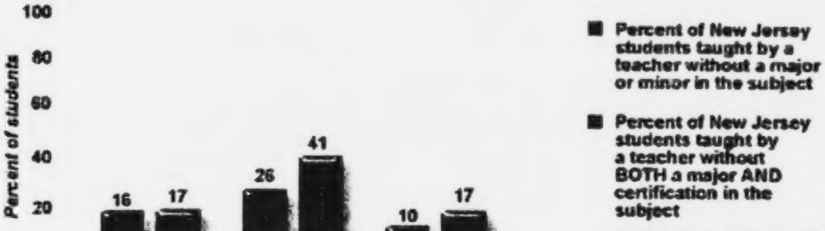

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New Mexico

New Mexico education administrators thought they faced a severe teacher shortage in the past few years. But now the problem has become even more urgent, they say.

New federal requirements to put a "highly qualified" teacher in every classroom by the end of the 2005-06 school year have created a pressing need for the state not only to fill vacancies, but also to ensure teacher quality.

Low salaries, poor teaching conditions, and competition from bordering states make the task difficult, says Peter Winograd, the director of the Center for Teacher Education and Education Policy at the University of New Mexico.

New Mexico Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

Student Achievement (NAEP)	
4th graders proficient or above math (2000)	12%
8th graders proficient or above in math (2000)	13%
4th graders proficient or above in science (2000)	18%
8th graders proficient in science (2000)	20%
Standards and Accountability	B
Improving Teacher Quality	C-
School Climate	C
Resources: Adequacy	C
Resources: Equity	B

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

View the percent of students taking classes with under-qualified teachers in New Mexico.

Jump to this state's vital statistics.

View all New Mexico data or compare data among states.

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In 2000-01, the New Mexico Department of Education gathered extensive data to document the teacher shortage and the distribution of qualified teachers across the state. The state planned to release the new data late last year.

"We've been doing a lot with data-gathering, making maps in different colors, and, like much of the country, we have a major

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shortage here," Winograd says.

When officials analyzed the 2000-01 data, he says, they found—as in many states—the least qualified teachers were teaching the children most in need.

Sixteen percent of the teachers in schools on probationary status with the state education department had what is known in the state as "substandard certification." Schools in high-poverty areas had even more such teachers—20 percent. Overall, about 10 percent of the state's teachers had substandard certification in 2000-01.

Faced with the imperative of getting people in front of classrooms, New Mexico devised a quick route to teacher certification. That shortcut, substandard certification, applies to teachers who hold one-year licenses while they work toward passing the state-mandated test for a full license, and to fully certified teachers who are not certified in the areas they teach.

The features that make New Mexico a distinctively appealing place to live present distinctly difficult challenges to educators.

"New Mexico's beauty is you have a wealth of culture and geographical and ethnic diversity," Winograd says. "So there are children speaking Native American languages and Spanish. The range of poverty and wealth is huge. We need bilingual teachers, and teachers to teach in small districts on Native American reservations, and urban districts. We face real issues."

VITAL STATISTICS

763	Public schools
20,000	Public school teachers
316,000	Pre-K-12 students
$2.2 billion	Annual pre-K-12 expenditures
64.7%	Minority students
27.1%	Children in poverty
19.4%	Students with disabilities
23.6%	English-language learners

(See "Sources.")

In the past four years, the state has been coming up with incentives to find and keep qualified teachers. For the 2000-01 school year, the legislature approved an 8 percent pay increase for teachers. But teachers' union leaders say the state has a long way to go to bring the salaries up to a competitive level.

In 2000-01, the average annual teacher salary adjusted for the cost of living in New Mexico was $34,873, compared with the national average of $43,250, putting the state 46th in the nation, according to the American Federation of Teachers. "It keeps us status quo," says Eduardo Holguin, the president of the National Education Association of New Mexico, which has 7,000 members. "We find lots of our folks cross state lines, to Colorado or Texas, because it means a 5 percent pay raise. We are doing a good job of training new teachers at universities, but aren't able to keep them. It leads to our still having an uncomfortable portion of people on waivers or not fully licensed."

Budget Difficulties

Two years ago, the state changed its retirement law, granting retired teachers the right to return to the classroom without having to give up their pension benefits. New Mexico also established a federally funded loan-forgiveness program for teachers in areas with teacher shortages.

In addition, for the past couple of years, Albuquerque has rewarded its teachers who are bilingual with an extra $3,000 each year. Officials have not yet determined if the incentive has materially improved the recruitment or retention of bilingual teachers.

"There is not yet data on whether these incentives are working," Winograd says. "But my sense is that they are helping."

New Mexico's recent budget crunch, an affliction hitting most states, has only made it harder to recruit and keep teachers. Two years ago, a legislative task force recommended a three-tiered licensure system for teachers, a new system that would be supported with nationally competitive salaries.

The ambitious plan would have cost about $250 million through 2005, according to Winograd. Outgoing Gov. Gary Johnson, a Republican, vetoed the measure because of the expense, Winograd says. But officials expect the plan will come up again in the next session, when the state will have a new governor.

In other news, the legislature in a special session last May voted to override Johnson's third veto of its $3.9 billion budget bill.

In addition, the governor—who was wrapping up his eight-year tenure—vetoed a bill that would have divided the Albuquerque schools into three separate districts. He opposed the bill, he said, because of the start-up costs involved in divvying up the 85,000-student system, the state's largest. If any of the three new districts had included a smaller commercial tax base than the others, he added, homeowners would likely have been obliged to make up the difference in order to equalize funding.

—Lisa Fine Goldstein

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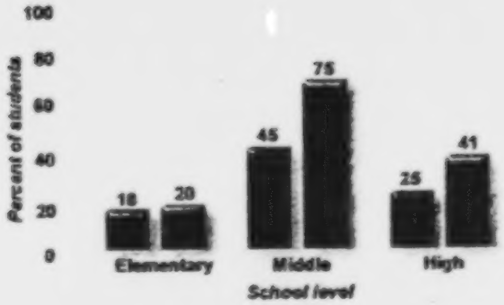

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New York

New York Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

- **Student Achievement** (NAEP)

4th graders proficient or above math (2000)	22%
8th graders proficient or above in math (2000)	26%
4th graders proficient or above in science (2000)	26%
8th graders proficient in science (2000)	30%

• **Standards and Accountability**	A
• **Improving Teacher Quality**	C
• **School Climate**	C+
• **Resources: Adequacy**	A
• **Resources: Equity**	D+

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

For years, idealistic teachers brought energy and dedication to New York's worst schools, only to burn out and head off to suburban districts or leave teaching altogether. Fueled by overcrowded classrooms, lack of support, and low pay, the annual exodus left many of the neediest students without qualified instructors.

Things got so bad that Richard P. Mills, the New York state commissioner of education, sued the New York City board of education in 2000 for hiring nearly 600 uncertified teachers in the city's lowest-performing schools in violation of state law. Research has shown that the vast majority of uncertified teachers across the state teach in schools with high percentages of poor and minority students.

Now, the clock is ticking for the state. The federal "No Child Left Behind" Act of 2001 requires that teachers in core academic subjects be "highly qualified" by the end of the 2005-06 school year.

New York was already moving in that direction. Since 1999, the state has required that all teachers in low-performing schools, known as "schools under registration review," be certified. And the state board of regents is phasing in a requirement that, by September of this year, no teachers can be uncertified.

While the situation is far from perfect today, signs of change are visible.

In the 1.1 million-student New York City school system, city and school officials have made progress addressing the shortage of qualified teachers.

After a prolonged impasse, a contract agreement hashed out last June between the United Federation of Teachers and Mayor Michael R. Bloomberg gives teachers a 16 percent raise over the next 21/2 years.

Teachers' starting salaries are now $39,000, a $7,000 increase from 2001. City teachers are also eligible for 15 percent bonuses if they work in the most difficult schools.

The higher salaries have paid off. Of the 8,500 teachers hired by the district for this school year, 97 percent were fully licensed. About 1,800 came through an alternative route. The prior year, about half the new teachers hired were state-certified.

Alternative Teacher Paths

In an effort to help meet the state's own requirement of having only qualified teachers in schools, the board of regents created the alternative teacher-certification program, initially aimed at New York City, two years ago.

VITAL STATISTICS	
4,292	Public schools
216,000	Public school teachers
2,920,000	Pre-K-12 students
$31.3 billion	Annual pre-K-12 expenditures
45.1%	Minority students
23.3%	Children in poverty
14.8%	Students with disabilities
8.0%	English-language learners

(See "Sources.")

The New York City Teaching Fellows program recruits people from other careers. Operated by state colleges, the program requires candidates to go through a rigorous, 200-hour preservice program and work in classrooms with mentors for two years. The fellows complete additional coursework and ultimately receive "transitional" certificates. Candidates also have the opportunity to earn a master's degree, which is required for permanent certification.

A few summers ago, some 2,000 applicants completed the program. By this summer, leaders of the program hope to attract 2,500 applicants. The program has spread to other urban districts, such as Rochester and Utica, where schools also have had a hard time attracting and keeping qualified teachers.

Last October, New York received two federal grants, worth $3.4 million, to help support the cost of graduate study at independent colleges for New York City teachers in the teaching-fellows program. The grants will help supplement tuition for 800 additional teachers over the next five years.

"We don't create a different standard, but a different way of meeting the standard," says Joseph Frey, the assistant commissioner of quality assurance in New York state's department of education.

"It's not the whole solution to attracting highly qualified teachers, but it's part of it," he says.

In addition, a $25 million Teachers of Tomorrow initiative pays for several efforts to draw teachers to districts experiencing shortages.

The program, which is currently in place in about 25 districts, provides annual $3,400 awards to teachers who commit to teach in subject areas with shortages or in communities without enough qualified teachers. Stipends of up to $2,000 are given to teacher-candidates who complete internships in urban schools in New York City, Buffalo, Rochester, Syracuse, and Yonkers.

Students may use some of the money for housing costs and can earn college credit for field experience.

Providing new teachers with structure and support has also been a focus. The legislature in 2002 approved funding for a $6 million pilot program that pairs new teachers in internships with experienced teachers. The program targets some $2.5 million to New York City and other urban districts.

Lingering Concerns

Like most states, New York will be seriously challenged by the mandates of the new federal education law. But Frey, the assistant commissioner, is confident the Empire State is moving in the right direction. "We are right there," he says. "We feel we have a system that meets the content of this statute."

But R. Hamilton Lankford, an associate professor of economics and public policy at the State University of New York at Albany, is less upbeat. Lankford, who has researched the state's teacher-quality situation, says that while state education leaders should be commended for making progress, many problems and policy responses are local in nature.

Even within districts, he says, there are great disparities in the quality of teachers because salaries and other policies at the local level have not addressed differences in working conditions and other factors affecting the relative attractiveness of teaching in different schools.

"The problem is so big, and many of the things that are needed require local in addition to state and federal action," Lankford says. Making the challenge even greater, he adds, is the fact that educators are learning how best to train well-qualified teachers and what policies work to attract and keep them.

"The hard thing in trying to assess policies is there is so much we don't know," he says.

In state legislative news last year, the most significant education measure gave Mayor Bloomberg the central role in controlling the New York City schools. Signed by Gov. George E. Pataki, a Republican, in June, the law expanded the seven-member citywide board of education to 13 members and increased the number of mayoral appointees from two to eight. The law also abolished the school boards that governed the city's 32 community school districts. The mayor's appointees include the city's schools chancellor. In August, Bloomberg selected Joel I. Klein, a former corporate executive and the head of the U.S. Department of Justice's antitrust division under President Clinton, as chancellor.

—John Gehring

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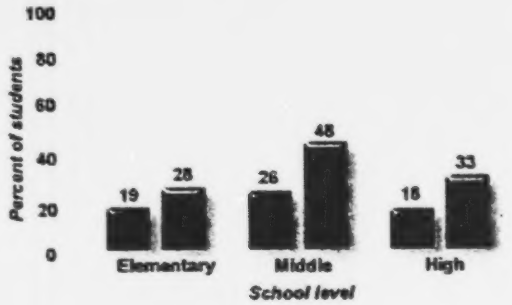

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North Carolina

North Carolina's rural school districts have relatively little to offer in their drive to attract high-quality teachers. Indeed, the best teachers in the outlying districts are easily lured to the greener pastures of the state's coastal communities, high-tech urban centers, and prosperous suburbs, where salaries are higher and local amenities abundant.

In many of the state's poor, rural schools, teachers leave their positions at more than twice the rate statewide: In some districts, about one-fourth of teachers, and as many as one-half in some schools, leave each year. Such schools also claim the largest proportions of teachers not fully licensed—up to a third or more in the neediest schools.

North Carolina Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

Student Achievement (NAEP)	
4th graders proficient or above math (2000)	28%
8th graders proficient or above in math (2000)	30%
4th graders proficient or above in science (2000)	24%
8th graders proficient in science (2000)	27%
Standards and Accountability	B-
Improving Teacher Quality	B
School Climate	C+
Resources: Adequacy	C+
Resources: Equity	C+

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

As the state begins to address the demands of a long-running equity lawsuit brought by five of its poorest districts, lawmakers and education leaders are taking steps to encourage teachers to make a commitment to rural children, as well as those in hard-to-staff urban schools. But some experts say the state must

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take a more aggressive and systematic approach to reduce turnover and promote lasting improvement in teacher quality in such schools.

"What's interesting in North Carolina is that you see a lot more sophisticated thinking about what can get done to improve the number of highly qualified teachers in hard-to-staff schools," says Barnett Berry, the executive director of the Southeast Center for Teaching Quality, located in Chapel Hill, N.C. The regional center is affiliated with the National Commission on Teaching & America's Future. "But you don't see any greater capacity for implementation."

The state has already taken several steps to help what it calls "high priority" schools—rural and urban ones with high proportions of students from low-income families or students deemed low-performing on state tests—attract better teachers and provide additional support to students.

One piece of legislation passed last year provides bonuses of up to $1,800 annually for science, mathematics, or special education teachers who choose to teach in high-priority schools. It also adds five days of professional development for teachers in such places. The state continues to recruit potential teachers from the private sector and the ranks of retired military personnel, though those programs attract only a few hundred candidates a year. A program that recruits teachers from overseas for up to four years has brought in an additional 1,000 teachers, many of them assigned to high-need schools.

But the state's approach assumes that a single teacher or several teachers recruited from outside a district can make a significant impact on student achievement, without necessarily tapping the potential of those who have demonstrated a long-term commitment to the community, according to Berry.

"You have got to have a mix of incentives—not just to bring the 'lone ranger' teacher in, but a cohort of qualified folks," he says. "And you have got to build [your program] all around the development of the potential talent of teachers you already have there," but who might need additional training, he adds.

VITAL STATISTICS	
2,192	Public schools
84,000	Public school teachers
1,304,000	Pre-K-12 students
$8.6 billion	Annual pre-K-12 expenditures
39%	Minority students
19.4%	Children in poverty

State officials say they are taking a multifaceted approach to addressing the statewide teacher shortage. The state has, for example, opened up alternative routes to licensing that attract candidates from other fields, raised teacher salaries over the past four years, and provided additional stipends to veteran teachers who mentor new colleagues, according to Cecil Banks, the director of the state's

13.9%	Students with disabilities
3.3%	English-language learners

(See "Sources.")

teacher-recruitment office.

The state board did approve a plan for reducing the minority-achievement gap by giving teachers in needy schools more professional-development time. The plan, geared toward helping children deemed at risk, also calls for scholarship incentives for teacher-candidates who intend to work in high-priority schools.

A change this school year in the state's 7-year-old reform agenda is designed to focus attention on the academic achievement of minority students. Under that initiative, which provides teacher bonuses in schools whose test scores improve, full awards will be given only if each racial, ethnic, and socioeconomic group of students progresses.

Budget Worries

In a reflection of economic woes around the country, North Carolina's focus on schools may be weakened by a fiscal crisis. The state's improvement plan has been held up as a national model for raising student achievement. Through increased teacher salaries, performance-based licensing requirements, and accountability measures for schools, teachers, and students, the state has focused unprecedented attention on public schools. Concern was growing last year, however, that the improvement plan would be vulnerable because of a nearly $2 billion budget shortfall in a budget of $14.4 billion.

Gov. Michael F. Easley called for cuts in most state agencies to minimize the crisis. But lawmakers were able to preserve money for instruction, and expanded the state's class-size-reduction effort in the early grades. The governor, a Democrat, used the budget shortfall, as well as a school finance decision by a state court, to turn up the heat for a state lottery proposal that, he says, would funnel some $250 million a year to the state's 2,192 public schools. But the legislature failed to approve a referendum for this past November. Several lottery proposals over the past decade have been rejected by the legislature.

A teacher-licensing program that requires new teachers to present portfolios of their work during their first three years was put on hold by the legislature. The program had drawn praise for strengthening the teacher-induction program, but many educators criticized it as costly and time-consuming.

In North Carolina's 8-year-old school finance case, Wake County Superior Court Judge Howard E. Manning ordered state officials to come up with a plan for addressing educational inequities in rural school districts. The districts argued that the state was not doing enough to provide the sound basic education that was guaranteed its students under the North Carolina Constitution.

In his final ruling in April of last year, the judge agreed with the plaintiffs, but concluded that the state might be able to remedy the situation with existing resources. State officials are appealing the judge's ruling, but decided to begin addressing Manning's demands pending a decision. An education task force formed by Gov. Easley came up with several recommendations, including expansion of the governor's class-size-reduction plan in the early grades and his More at Four preschool program for 4-year-olds considered at risk of academic failure. Under the state budget revision for fiscal 2003, approved by the legislature in September, the program will be offered to 7,600 students, up from 1,600 last school year.

Manning has complained, though, that the state's plan pays only "lip service" to the challenges of educating at-risk children. The state must submit follow-up reports to the judge every 90 days.

Writing Scores Tossed

North Carolina ran into other complications as it continued to tweak its accountability program. The 2003 budget will include an additional $1 million to study problems with the state's writing test. The state school board decided last summer to throw out scores on the writing test for 4th and 7th graders after scores dropped unexpectedly, raising questions about the validity of the exam. Only 47 percent of 4th graders passed the test, compared with nearly 70 percent the year before. The proportion of 7th graders who passed fell 10 percentage points, to 63 percent.

The scores were not used to rate schools under the state's school improvement initiative, which provides rewards or assistance based on student performance on state tests. And they were not reported on school report cards that were made available to parents for the first time. The report cards provide information on enrollments, student achievement, and attendance. The reports also indicate what percentage of teachers are fully licensed.

Of the state's 84,000 public school teachers, some 5 percent held provisional licenses last year, letting them teach outside their fields. Another 5 percent were granted lateral-entry licenses, which permit candidates with bachelor's degrees to teach subjects in which they majored in college while pursuing education course requirements. Just under 1 percent of the teachers held emergency permits, which allow college graduates to teach for up to one year subjects they did not major in.

North Carolina does not analyze the distribution of highly qualified teachers among schools and districts, though schools report that information to the state department of public instruction.

—Kathleen Kennedy Manzo

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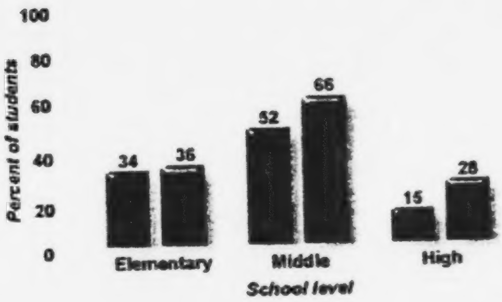

■ Percent of North Carolina students taught by a teacher without a major or minor in the subject

■ Percent of North Carolina students taught by a teacher without BOTH a major AND certification in the subject

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North Dakota

With a corp of just 8,500 teachers, North Dakota leaders have been able to keep close tabs on their instructional staff. A new reporting system and strict licensing laws have allowed the state to ensure that nearly every classroom has a fully licensed teacher. Even so, as many as 30 percent of the state's teachers are teaching at least one class in a subject in which they did not major in college, according to state officials. And, while virtually all schools are staffed with teachers the state has declared qualified, the state's poor, rural districts—as well as some urban schools—have the highest proportion of less qualified teachers.

North Dakota Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	25%
8th graders proficient or above in math (2000)	31%
4th graders proficient or above in science (2000)	38%
8th graders proficient in science (2000)	40%
• **Standards and Accountability**	F
• **Improving Teacher Quality**	D-
• **School Climate**	C
• **Resources: Adequacy**	C+
• **Resources: Equity**	F

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

North Dakota's licensing law requires teachers to have at least minored in the fields in which they are teaching, so few teachers are considered unqualified. The state has issued fewer than a dozen emergency waivers that permit those without a license to teach while pursuing additional coursework.

For the first time, teacher-candidates were required this school

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year to pass a basic- skills test, but the state still does not test new teachers in their content areas. Over the next few years, officials say, the state will have to grapple with ways to raise the bar on teacher qualifications.

The state is working on a performance-based licensure system that will align state academic standards with teacher education requirements. The plan, financed in part with federal aid, will include a mentoring program for teachers in their first two years in the classroom, as well as portfolio assessments for those not holding majors in the fields in which they teach.

North Dakota's new teacher database—which allows the state to check the credentials of graduates of teacher-preparation programs and new and returning teachers from each school district—has been effective in keeping unqualified candidates out of the classroom, according to state schools Superintendent Wayne G. Sanstead. It has also kept track of teachers whose two- or five-year licenses have lapsed, alerting local administrators and prompting the teachers to apply for renewal, according to Janet Welk, the executive director of the North Dakota Education Standards and Practices Board, which oversees teacher licensing.

As many as 2,500 of the state's teachers are teaching at least one class in a subject in which they have only a minor. The state is starting to encourage those teachers to take additional coursework in order to meet upcoming federal requirements under the "No Child Left Behind" Act of 2001. Under the law, veteran teachers can also demonstrate competence in their subjects through a "uniform" state standard of evaluation.

VITAL STATISTICS

539	Public schools
8,500	Public school teachers
106,000	Pre-K-12 students
$655 million	Annual pre-K-12 expenditures
10.6%	Minority students
17.3%	Children in poverty
12.3%	Students with disabilities
7.4%	English-language learners

(See "Sources.")

Meanwhile, the number of vacancies for teacher positions in North Dakota grows each year. Despite stepped-up recruitment, slightly more than 1 percent of teaching positions throughout the state were unfilled at the beginning of the 2002-03 school year, many of them in isolated rural districts and in high-demand areas such as mathematics, special education, and music.

"Right now, we have 88 openings," Gloria Lokken, the president of the North Dakota Education Association, said earlier this school year. "In our state, that's big. For small schools, even if they are down one science teacher, that's a huge gap."

Playing Catch-Up With Salaries

The state's low salary scale, according to Welk, is perhaps the biggest obstacle to recruiting highly qualified teachers. North Dakota's teachers are among the lowest-paid in the nation, earning an average $30,891, or about 71 percent of the national average. That's after teachers got their first significant salary increase in 17 years.

Lokken says the raise of about $1,500 per teacher will likely be matched by surrounding states, which have been luring North Dakota teachers with better pay and more desirable environments.

"The state allocated special dollars for teacher salaries last year," Welk says. "We are still trying to play catch-up, but other states are doing the same thing."

A new loan-forgiveness program, which reduces college-loan repayments for teachers who agree to work in the schools with shortages in a particular grade level or content area, had a mere 81 applicants this school year.

While North Dakota had been cautiously weathering the stormy economic climate, officials started to get some bad news this past fall when income-tax revenues fell by nearly $50 million. The losses were blamed on lower reported capital earnings for residents and businesses because of the volatile stock market.

Gov. John Hoeven tapped the state's reserve fund to help fill the gap and said he would use the state's education reserves to preserve public school money. The Republican has asked state officials to prepare a 95 percent budget for the 2003-04 fiscal year, which begins July 1.

Such money problems could push the state's 217 districts to reconsider or continue pursuing consolidation. With enrollments declining about 6 percent annually, many rural districts are shrinking beyond the point of academic and financial efficiency, state officials contend. Over the past year, 12 neighboring districts combined to make five larger agencies. State officials say several more districts are planning to merge or begin sharing administrative staffs and services.

—Kathleen Kennedy Manzo

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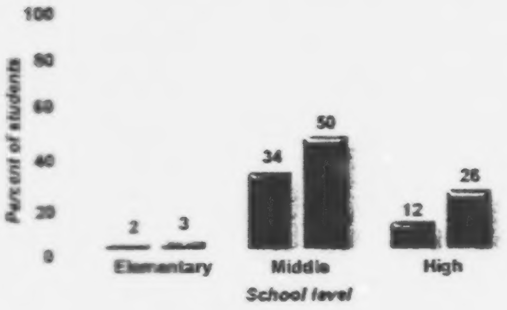

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Ohio

Students attending public schools in Ohio cities are more likely than their classmates in wealthier suburban schools to be taught by a teacher without the proper credentials.

That's the trend state policymakers believe they will find as they continue to collect more specific data on teacher credentials and break it down by region. Ohio is intensifying its efforts to collect and publicly report more detailed information about its teaching force and schools.

In 2000, Ohio started to report teacher credentials, including certification, by district for parents in local report cards that included test-score data. New accountability legislation passed in 2001 expanded that requirement and mandated building-level report cards, which were released to parents for the first time last year. While Buckeye State officials are confident that the numbers will show that a teacher-quality gap exists in urban centers, the focus won't be solely on teachers' credentials or on the cities alone.

Ohio Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

Student Achievement (NAEP)	
4th graders proficient or above math (2000)	26%
8th graders proficient or above in math (2000)	31%
4th graders proficient or above in science (2000)	32%
8th graders proficient in science (2000)	41%
Standards and Accountability	B-
Improving Teacher Quality	B-
School Climate	C+
Resources: Adequacy	B
Resources: Equity	D-

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

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Ohio is hoping to develop a systemic approach to policies that affect the span of a teacher's career, including recruitment and retirement. Susan Tave Zelman, the state superintendent of public instruction, promises to look beyond credentials to also consider what resources—such as curriculum and facilities—teachers need to be successful.

The question becomes "What do we want our teachers to know and be able to do?" Zelman says.

Leading the way will be recommendations made by the Governor's Commission on Teaching Success, a statewide task force charged with examining teacher recruitment and preparation, teacher support and retention, professional development, and the development of principals' support for teachers.

Convened in 2001 by Gov. Bob Taft, a Republican, the commission held meetings across the state to gather public comments on those issues. The 46-member commission was scheduled to make its final suggestions for policy and legislative changes early in 2003.

The commission's goal was to pull together the state's existing best practices involving teacher quality into a cohesive system that could be strengthened with the addition of new efforts.

Entry-Year Initiative

The Entry Year Program is one initiative that state officials hope will result in better-prepared instructors. Last fall, the state fully implemented the high-stakes, two-year training and support program for beginning teachers.

VITAL STATISTICS	
3,827	Public schools
118,000	Public school teachers
1,808,000	Pre-K-12 students
$15 billion	Annual pre-K-12 expenditures
19.6%	Minority students
16.4%	Children in poverty
12.6%	Students with disabilities
0.9%	English-language learners

(See "Sources.")

Under the program, beginning teachers are given a provisional, two-year license and must pass the Praxis III performance assessment of their teaching skills to earn a professional teaching license. The teachers are mentored for one year and can undergo the assessment up to three times within a two-year period. That mentoring process starts in 2003. Independent state assessors, trained by the Ohio Department of Education, evaluate the instructors. Many of the 1,200 assessors are retired teachers.

Since 1996, more than 3,500 teachers have gone through the pilot test of the Entry Year Program. About 80 percent of the 750 teachers in the program in 2001-02 were successful in becoming licensed after their first observation. Marilyn Troyer, the associate superintendent for the Center for the Teaching Profession in the state education department, says good teaching is often described using generalities. The Entry Year Program, in contrast, helps teachers identify specific practices that they can use in their classrooms, she notes.

In addition to offering more support for beginning teachers, Ohio is entering a new era in teacher credentials by phasing out permanent certification. The fall of 2003 will be the last time that teachers who have a professional, eight-year certificate will be eligible for permanent status.

The new procedure requires teachers to renew their professional licenses every five years, based on a professional-development plan that they design with guidance from a local professional-development committee. The plan allows the teachers' continued training to complement the needs of a district or school by determining which courses and workshops they must complete.

By the time teachers reach the second five-year renewal period, they must have earned a master's degree or its equivalent—30 semester hours of coursework.

For schools that find it hard to hire minority teachers, Ohio has "diversity-training partnerships" between local school districts and universities and colleges. The hope is to diversify the teaching force in districts that have a low proportion of minority teachers in comparison with the percentage of minority students enrolled.

The program aims to attract more minority candidates—many of them teacher's aides—to teaching through midcareer education programs. Ten sites are involved in the program; each receives a $200,000 state grant over two years to prepare 25 future teachers.

Ohio also has made it easier for people interested in leading a classroom to get their chance. In 2001, the state started granting conditional teaching permits to candidates who have earned a bachelor's degree, passed a basic-skills test, and completed 15 hours of coursework in teaching or in the subjects they teach.

The one-year, nonrenewable permit is billed as a steppingstone to the alternative-educator license. That two-year, nonrenewable license was adopted in 2000 for grades 7-12 and requires that the applicant pass the national Praxis II content test.

As of last fall, 171 conditional teaching permits and 78 alternative-educator licenses had been issued.

To gain a more detailed picture of which subjects are hard to staff, Ohio plans to build a statewide recruitment and placement data system. That system would allow districts to post job openings while giving the state information about where staffing shortages were occurring and in what subjects. The state requested bids for the system in 2002.

Continuing those efforts and enacting the teacher commission's legislative suggestions for 2003 may prove difficult, as continued budget constraints threaten to force cuts in aid for education. The state cut K-12 education by $30 million, leaving roughly a total of $7 billion for fiscal 2002-03, but most of those reductions were absorbed by the state department of education's resources.

Meanwhile, Ohio is still battling a school finance lawsuit in the courts. The state supreme court ruled in 1997 and 2000 that the finance system was unconstitutional. But Gov. Taft has repeatedly said the state doesn't have the $1.2 billion to meet court mandates. A court mediator hired in 2001 to resolve the fiscal fight walked away in frustration three months later, unable to persuade the parties to compromise. Now *DeRolph* v. *State of Ohio*, the suit filed in 1991, is back in the court's hands.

The state is moving forward with sweeping changes to its K-12 standards, assessments, and accountability system outlined in legislation passed in 2001. New standards were adopted in reading, writing, and mathematics in 2002, with science and social studies standards set for adoption by last December.

In the spring of this year, 10th graders will take new reading and math assessments to comply with federal guidelines. The class of 2007, however, will be the first required to pass those tests, in addition to assessments in writing, science, and social studies, to graduate.

During the 2003-04 school year, the state will administer a reading-achievement test to 3rd graders. Fourth graders during the following school year will take assessments in writing and math. Tests will be added each year for students in grades 5, 7, 8, and 10.

The new state law also required the state education department to publicly report data for every district by race, ethnicity, gender, and disability for the first time in local report cards in 2002. Ohio is undergoing a transition in its accountability program to adopt federal requirements for schools that fail to make "adequate yearly progress"; the state should have those changes in place early in 2003.

An effort is also under way to expand the state's charter school legislation. The state teachers' unions and other education associations argue, however, that charter schools' effectiveness needs to be evaluated further before more of the largely independent public schools are established.

The new measure, which passed the Ohio House last year and is to be considered by the Senate, calls for allowing nonprofit organizations to sponsor charter schools. It also would permit such schools to be established in every district; eight urban districts originally were identified as sites for the schools.

—Karla Scoon Reid

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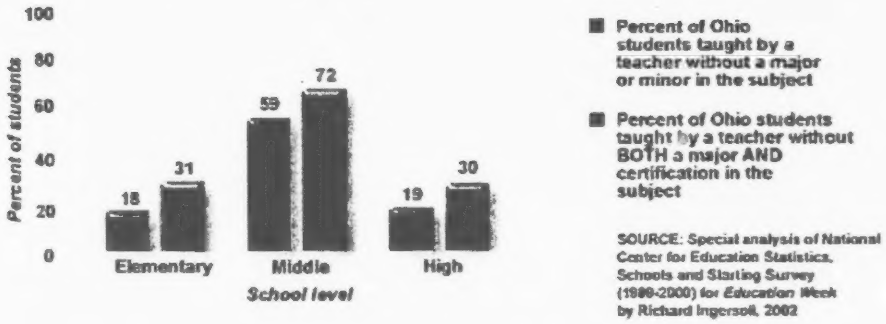

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Oklahoma

Oklahoma Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	**16%**
8th graders proficient or above in math (2000)	**19%**
4th graders proficient or above in science (2000)	**26%**
8th graders proficient in science (2000)	**26%**
• **Standards and Accountability**	**B+**
• **Improving Teacher Quality**	**B-**
• **School Climate**	**C**
• **Resources: Adequacy**	**C-**
• **Resources: Equity**	**B-**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

Finding qualified teachers for schools in low-income urban areas is not a problem for Oklahoma, officials believe, because the state requires almost all permanent classroom instructors to be certified in the subjects they teach. But filling gaps in certain subject areas—mathematics, science, and special education—and in rural classrooms is.

Since 1982, candidates seeking teaching positions in the state have been required to pass a certification test designed by National Evaluation Systems that covers general education, subject matter, and pedagogical knowledge.

And before college students can enroll in a teacher-training program, they must pass an entrance exam. Each of the tests prospective teachers must take has a different passing rate.

Each month, the Oklahoma education department reports to the state board of education on teacher shortages and the number of teachers with alternative certifications, says Sandy Garrett, the state superintendent of public instruction.

As of late last year, 1,893 teachers in Oklahoma had entered the field through alternative routes. That number does not include the approximately 15 emergency licenses or waivers that had been granted. Teachers with alternative certifications also have to pass the NES test.

Mentoring for New Teachers

State officials have taken steps to ensure that every new teacher gets extra support. Each first-year teacher is assigned a mentor who spends at least 72 hours throughout the school year coaching the rookie. The novice teacher is also advised by a three-member panel made up of the mentor teacher, an administrator, and a representative from one of the state's colleges of education.

The level of mastery that comes with passing the certification test has made Sooner State teachers attractive to neighboring Kansas and Texas, which pay more and are desperate to fill vacancies.

Only 35 percent of the students who complete their teacher training in Oklahoma stay put, according to a recent report by the Oklahoma Regents for Higher Education, the coordinating board for public colleges and universities in the state.

VITAL STATISTICS

1,811	Public schools
41,000	Public school teachers
620,000	Pre-K-12 students
$3.8 billion	Annual pre-K-12 expenditures
35.1%	Minority students
23.2%	Children in poverty
13.7%	Students with disabilities
6.2%	English-language learners

(See "Sources.")

The Dallas school district has even started running television advertisements in Oklahoma City and posting billboards in southern Oklahoma attempting to lure teachers to the Texas system. "We're becoming a feeder state for other states," says Carolyn Crowder, the president of the Oklahoma Education Association.

The problem, she says, boils down to salary.

"It is so easy for teachers to go north or south and start at much higher salaries than they do in Oklahoma," Crowder says.

On average, teachers in Texas make about $6,000 more than teachers in Oklahoma. In Kansas, the average salary is a little more than $3,000 above what Oklahoma teachers make. What's more, many Kansas and Texas districts offer signing bonuses that further tempt teachers.

Oklahoma has proposed several incentives to keep teachers from leaving, but none has been adopted because of the state's budget problems.

School funding in Oklahoma was of particular concern in the 2002 legislative session. Lawmakers faced a projected $350 million shortfall when they were planning their budget for fiscal 2003.

Education was cut by 1.6 percent, a smaller reduction than the hits other budget items took. Still, legislators were able to increase significantly the amount the state pays for health insurance for teachers and school support employees. The total amount that went to education was $2.04 billion.

That legislation makes Oklahoma more competitive with Texas, at least as far as benefits are concerned, Crowder of the teachers' union says.

Rural areas in Oklahoma are suffering most from the teacher exodus. Some rural schools that are relatively close together share teachers, says Keith Ballard, the executive director of the Oklahoma School Boards Association.

Increased distance-learning opportunities through online classes have also filled some of the void for remote schools, he adds.

But computers have limitations. For classes like special education, a person has to be present in the room. "That is where you are looking at long-term substitutes," Ballard says.

Long-Term Substitutes

It is unknown exactly how many long-term substitutes teach in Oklahoma—but they show up most often in rural areas. Under state law, a long-term substitute has to be a licensed teacher or can stay in a classroom only for up to 20 days. Because of budget problems, the state does not currently offer any incentives to attract teachers to rural areas, according to Garrett, the schools chief.

Urban administrators, conversely, have not had a hard time filling vacancies—even those whose schools have high proportions of disadvantaged students. "It seems that many of our young teachers want to go live in the urban areas," Garrett observes.

Though the classroom instructors in Oklahoma's urban schools are certified and teaching in their subjects, generally they are not as experienced as those in the suburbs.

"The trends are that your beginning teachers many times start out in the urban districts until they get experience. Then they go to the suburban areas," says Crowder.

Because the suburbs tend to be more attractive than the city, Oklahoma City, the state's largest urban area, designed a program called MAPS, or Metropolitan Area Projects, for Kids. In November 2001, voters there passed a $180 million bond issue and a half-cent sales-tax increase that is expected to raise $512 million over seven years.

MAPS' goal is to improve facilities and make the 40,000-student district as attractive as suburban schools, Crowder explains. "We think," she says, "it will help recruit and retain quality teachers."

Meanwhile, no major changes occurred in Oklahoma's standards, testing, or accountability system in 2002.

—Michelle Galley

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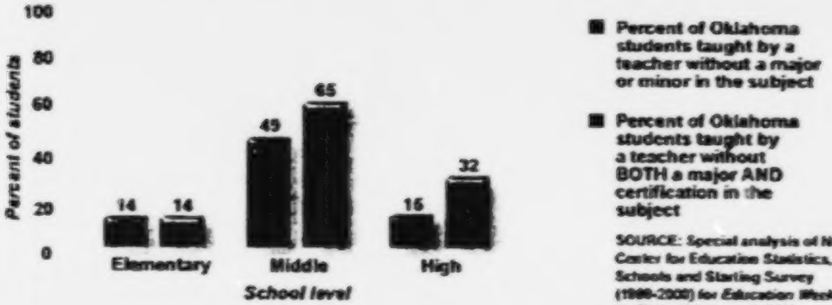

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Oregon

Almost 98 percent of Oregon's public school teachers are fully certified, and in high-poverty districts, only 2 percent of teachers are not certified—less than the 2.4 percent state average. Some of the credit goes to state policymakers, who crafted tougher teacher-licensure requirements in the late 1990s.

But those numbers don't tell the whole story, and the state faces some challenges. Most notably, almost 40 percent of secondary students statewide are taught by a teacher without both a major and certification in the subject, according to a new federal Schools and Staffing Survey. That number jumps to almost 60 percent of students in high-poverty schools.

Oregon Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• Student Achievement (NAEP)	
4th graders proficient or above math (2000)	23%
8th graders proficient or above in math (2000)	32%
4th graders proficient or above in science (2000)	28%
8th graders proficient in science (2000)	33%
• Standards and Accountability	B
• Improving Teacher Quality	D-
• School Climate	C
• Resources: Adequacy	B
• Resources: Equity	C+

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

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The percentage of middle and high school students taught by a teacher without certification in his or her subject is lower: almost 16 percent statewide. Again, that number spikes in high-poverty schools. Almost 25 percent of students in those schools are taught by a teacher without subject certification. In contrast, only 9 percent of students in low-poverty schools are taught by noncertified

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subject teachers.

Oregon does not require middle or high school teachers to at least minor in the subjects they teach. However, state officials point out, teachers must pass subject tests and student-teach in their subjects before they can teach.

Licensure Changes

In part to fulfill the mandates of the state's 1991 school reform law, Oregon educators and lawmakers started improving the licensure system in 1997. First, the legislature overwhelmingly approved requiring continued professional development for teacher relicensure.

By January 2003, for example, teachers must take 50 hours of professional-development classes or other coursework for relicensure. Three years later, that requirement will more than double, to at least 125 hours.

Oregon's system includes different levels of licensure. Teachers with an initial license can renew that license only once and must do so after three years. After that, they must apply for a continuing license, which has to be renewed every five years.

VITAL STATISTICS

1,263	Public schools
31,000	Public school teachers
552,000	Pre-K-12 students
$4.6 billion	Annual pre-K-12 expenditures
19.1%	Minority students
16.9%	Children in poverty
12.6%	Students with disabilities
8.0%	English-language learners

(See "Sources.")

In 1999, the state's Teacher Standards and Practices Commission established a four-tiered licensure structure that better aligns with Oregon's student and school accountability measures. The new requirements for a beginning, three-year license include an extended professional portfolio with work samples, instructional plans, and student data—not just a test on teaching methods. In addition, new teachers must have at least 15 weeks of supervised student-teaching, and they must pass state and federal criminal-background checks.

Teachers seeking a five-year continuing license must have a master's degree, National Board for Professional Teaching Standards certification, or a doctorate in education.

Despite the changes, the state has been criticized for not doing more, such as requiring teachers to have bachelor's degrees in the subjects they teach, says Linda Samek, the immediate former deputy director of the state's Teacher Standards and Practices Commission. While teachers aren't required to have majored or minored in their subjects, they must have passed the Praxis tests covering the subjects they teach. They also must have taught the subject for one year or completed a two-semester subject practicum in a K-12 school from a teacher education program.

Teacher Turnover

Oregon doesn't have the big teacher shortages that many other states have. However, retaining teachers is a concern as increasing numbers of educators are migrating to states such as Nevada, which offer higher salaries and better benefits.

Teacher turnover is at its worst in rural and low-income areas, where teachers may not get the support they need, and where salaries tend to be slightly lower.

In the more culturally diverse Portland-area schools, the challenge is hiring and retaining bilingual teachers proficient in languages such as Spanish or Russian.

Almost 10 percent of the state's 493 bilingual education/English-as-a-second-language teachers at all levels were not fully certified in the fall of 2000, according to data submitted for the state's federal Title II report.

Samek says that the state's ESL endorsement was instituted only a few years ago, and that ESL teachers have about a year to officially add the endorsement to their existing licenses. Oregon teachers receive "general" teaching licenses, but must have endorsements in specialty areas, such as English or foreign languages. Oregon has put in place several nontraditional teaching routes that give candidates a fast track into the classroom—a move that initially riled teachers' union officials, who worried that such teachers wouldn't get the training and support they needed.

But state officials worked with the Oregon Education Association and educators to design a process that gives prospective teachers ongoing training and support.

One nontraditional route is a "grow your own" program for hard-to-fill positions in mathematics, science, special education, and school counseling. One such program is called Alternative Pathways to Teaching, implemented by Pacific University in Forest Grove, Ore. It uses federal Title II aid to pair a handful of intern teachers in a district with a mentor teacher in critical-need areas such as math and science. Those interns are "second career" teachers with professional expertise in their subjects; they ultimately achieve a Master of Arts in Teaching.

While such steps to improve teacher quality are on the right track, much more could be done, officials in the state say. But lack of funding, they say, hinders new efforts to improve teaching in Oregon.

The legislature met in three special sessions last year before it managed to fill an $860 million shortfall and balance its 2001-2003 $12 billion biennial budget. The education portion of the budget, which totals $2.5 billion, was cut by $112 million.

As a result, even though Oregon has imposed more stringent professional-development requirements for teachers, it has provided little money to help educators meet them.

Other budget cuts and property-tax limits in recent years have slashed initiatives such as a mentoring program for novice teachers, and a proposal to pay the $2,000 cost for teachers seeking national-board certification.

—Rhea R. Borja

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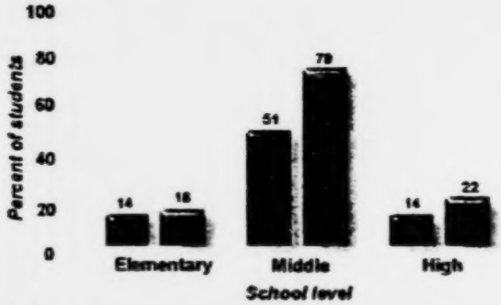

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Pennsylvania

High-poverty school districts in Pennsylvania have a greater share than wealthier districts of teachers who lack full certification, but that teacher-qualification gap is not as extreme in the Keystone State as it is in some other states.

Less than 1 percent of Pennsylvania's teachers are completing alternative-certification programs while they work, or are working under emergency certification. But those teachers are overrepresented in high-poverty districts, according to data submitted by the state for a federal report on teacher education programs.

That report shows that 2 percent of teachers in high- poverty districts are not fully certified, compared with just a quarter of a percent in all other districts. An analysis of the 1999-2000 Schools and Staffing Survey conducted for *Quality Counts* found as many as 35 percent of secondary students in high-poverty schools are taught by teachers without at least a minor in the subject.

Pennsylvania Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	?
8th graders proficient or above in math (2000)	?
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
• **Standards and Accountability**	B-
• **Improving Teacher Quality**	D+
• **School Climate**	?
• **Resources: Adequacy**	B
• **Resources: Equity**	D-

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

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Mindful that the "No Child Left Behind" Act of 2001 now requires them to report to the public on the qualifications of teachers in high-poverty areas, education officials in Pennsylvania are working on gathering and analyzing various data sources to produce a fuller picture of how teachers in low-income areas stack up to those in wealthier areas.

Marjorie L. Blaze, the chief of Pennsylvania's division of teacher education, says that beginning with the 2002-03 school year, school districts requesting permission to hire teachers with emergency certification must provide details to the state on applicants' qualifications, including whether they hold bachelor's degrees and have passed a test of subject-area competence.

The data can then be cross-referenced to compare qualifications of emergency-licensed teachers in high-poverty districts with those in other districts, Blaze says. In addition, data showing what portion of the state's teachers are fully certified can be compared with district poverty levels.

State officials are currently evaluating whether teachers working under emergency permits meet the new federal law's definition of "highly qualified," since they are required to have a bachelor's degree but not to pass licensing or subject-area tests before beginning work in classrooms.

Blaze says the state believes that the rest of its teachers—whether they obtained certification through traditional or alternative routes—meet the new law's definition of "highly qualified," since they must hold bachelor's degrees and pass state licensing tests that require demonstration of subject-area competence.

"Every new teacher is not as highly qualified as every experienced teacher," says Blaze. "But we think we will meet the intent of [the law's] definition."

Stiffer Requirements

VITAL STATISTICS	
3,183	Public schools
117,000	Public school teachers
1,810,000	Pre-K-12 students
$15.7 billion	Annual pre-K-12 expenditures
21.8%	Minority students
16.5%	Children in poverty
12.3%	Students with disabilities
	English-language

Pennsylvania has taken steps recently to improve teacher qualifications by raising its requirements. By 2003-04, teacher- candidates will be required to maintain 3.0 grade point averages in their teacher-preparation programs, up from 2.6 in 2001-02. As of 2000, they must also complete 180 hours, or six college credits, of ongoing professional development every five years.

Currently, 92 Pennsylvania

1.6% learners

(See "Sources.")

teachers have achieved certification from the National Board for Professional Teaching Standards. There are no state-level programs designed to attract and keep qualified teachers in high-poverty or low-achieving schools; such incentive programs would be run at the district level.

Philadelphia is running such a program, offering annual $2,000 bonuses for up to five years to teachers willing to work in hard-to-staff schools. But since the money is available to teachers already working in such schools, the district's data do not offer insight into whether the bonuses worked as an incentive for transfers or new hires.

In addition to its mandates on teacher quality, the new federal law is driving changes in states' testing systems, and Pennsylvania is no exception.

In the spring of this year, the state will add a 3rd grade mathematics and reading test to its existing regimen of mandated tests in 5th, 8th, and 11th grades in those subjects. It plans to allow districts to use local tests in the other grades to comply with the federal requirement that students be tested yearly in math and reading in grades 3-8, says education department spokeswoman Beth Gaydos.

Academic Standards Added

In refining its testing and accountability systems, the state board of education has ordered a study of its state tests, collectively known as the Pennsylvania System of School Assessment, or PSSA, to determine whether they accurately reflect students' mastery of state standards. The state also decided in 2002 to allow 11th graders who scored at the "basic" or "below basic" level on that test to retake it.

Academic standards in two more areas—science and technology, and environment and ecology—were added last year to the state's existing standards in math and reading. Proposed standards in eight other academic areas were in various stages of development, and another, in world languages, had yet to be drafted.

State lawmakers, facing a scrimp-and-save budget for fiscal 2003, axed an accountability proposal made by Gov. Mark S. Schweiker, a Republican who did not seek election this past November.

The state's Education Empowerment program, which brings additional money and state oversight to districts where more than half the students perform poorly on tests, was financed for a third year, at $27 million.

But lawmakers refused to expand that program, as Schweiker had wished, to target not only districts but also individual schools for that aid and oversight. Classroom Plus, a program that provides $500 tutoring grants to parents of struggling 3rd through 6th graders, won $23.6 million in 2002-03, its second year.

Charter school accountability was a prominent issue in 2002, which saw some of the state's "cyber" charter schools criticized for poor management. The legislature shifted oversight of all charter schools from school districts to the state, and established a new funding source that will reimburse districts for 30 percent of required charter school costs.

On another issue, the legislature directed the state school board to repeal a new requirement that districts put seals of proficiency or distinction on the high school diplomas of students who had performed exceptionally well on state tests. Instead, the test scores will be noted in students' transcripts.

—Catherine Gewertz

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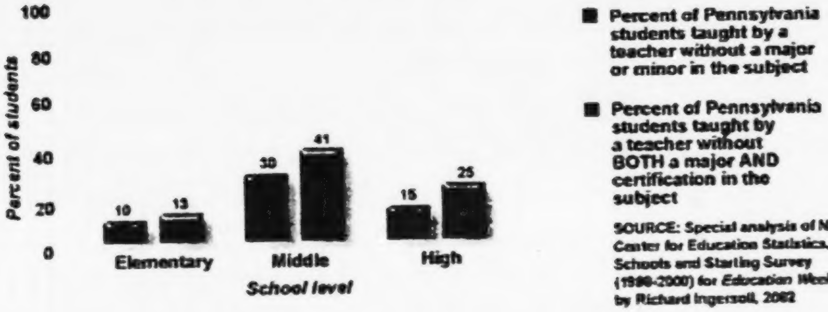

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Rhode Island

As a small state with a large pool of teachers, Rhode Island does not have to work as hard as other states to attract qualified teachers to work in its high-poverty, urban areas. This state that can be driven across in less than an hour is home to seven postsecondary institutions that graduate and certify teachers.

To the extent that there are challenges in finding and keeping teachers, they exist in the state capital of Providence and a handful of other small cities.

And while those districts may start the school year with more vacancies and teachers with emergency certificates than Rhode Island's wealthier districts, the numbers seem low when compared with the difficulties faced by urban systems in other states.

Rhode Island Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	**23%**
8th graders proficient or above in math (2000)	**24%**
4th graders proficient or above in science (2000)	**27%**
8th graders proficient in science (2000)	**29%**
• **Standards and Accountability**	**D+**
• **Improving Teacher Quality**	**C-**
• **School Climate**	**C+**
• **Resources: Adequacy**	**A-**
• **Resources: Equity**	**D+**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

At the start of the 2002-03 school year, for example, the 27,000-student Providence district filled fewer than 60 positions with teachers with emergency certificates or long-term substitutes, out of a total teaching staff of more than 2,200.

Staffing troubles, where they do exist, tend to occur in common shortage areas, such as bilingual education, special education, science, and mathematics.

Weighing Options

David V. Abbott, Rhode Island's assistant commissioner of elementary and secondary education, says that while the state has no formal plan yet to address the shortages, officials are pondering their options.

"We're working together with our professional unions and the institutions of higher education, and we're making progress," Abbott says.

"We've started the conversation about shortage areas and K-16 initiatives," he adds. "It just takes a long time to get these systems working together."

VITAL STATISTICS

320	Public schools
10,000	Public school teachers
158,000	Pre-K-12 students
$1.6 billion	Annual pre-K-12 expenditures
25.7%	Minority students
16.3%	Children in poverty
19.4%	Students with disabilities
6.5%	English-language learners

(See "Sources.")

The state's advisory board for teacher certification is looking into proposals to set up an alternative-certification program in Rhode Island, says Marcia B. Reback, the president of the state affiliate of the American Federation of Teachers and a member of the board.

Providence, for its part, would welcome such a program as a way to make teaching more accessible for midcareer professionals, says Susan F. Lusi, the chief of staff for the district.

But for now, Lusi says, a recent expansion of the district's professional-development program, stepped-up recruitment, and teacher salaries that are in the top 10 among the state's 36 districts have all helped attract new teachers to the Providence schools.

In addition, the district's recruitment efforts were helped by the legislature's decision several years ago to bar communities from imposing teacher-residency requirements.

Before that action, teachers who worked in Providence were required to live in the city as well.

Rating School Performance

On another front, the state education department unveiled a new school rating system in spring 2002, after several years of reporting only school-by-school test results.

The rating system groups schools into high-, moderate-, and low-performance categories, using state assessment data from the past four years.

The system also notes if a school is getting better, based on whether it logged a 3-percentage-point improvement in raising the number of students who meet the state's performance standard, while reducing the number of students who fell below the standard.

"The state did it the right way," says Lawrence E. Purtill, the president of the National Education Association-Rhode Island. "They didn't use it as a punishment tool. They looked at whether or not a school was struggling and how they could help."

At the time the rating system was unveiled, the education department reported that nearly 23 percent of the state's schools were considered to be low-performing and not improving.

Last spring, staff members from the department met with officials in each of the districts with low-performing schools, with the goal of helping the district officials craft school improvement plans.

In the case of Hope High School, a low-performing school in Providence, state officials took on a more formal intervention, which included a reconstitution of the school's administration, more professional development for teachers, and a division of teachers and students into smaller "schools" within the high school.

State officials are also looking for change in high schools statewide.

After holding a series of forums with school and business leaders, teachers, parents, and students, the state board of regents—the state education department's policy-setting body for K-12 schools—is pushing for improvement in three areas: literacy, graduation requirements, and school structure.

The board was expected to approve a formal plan for high school reform late last year.

—Jessica L. Sandham

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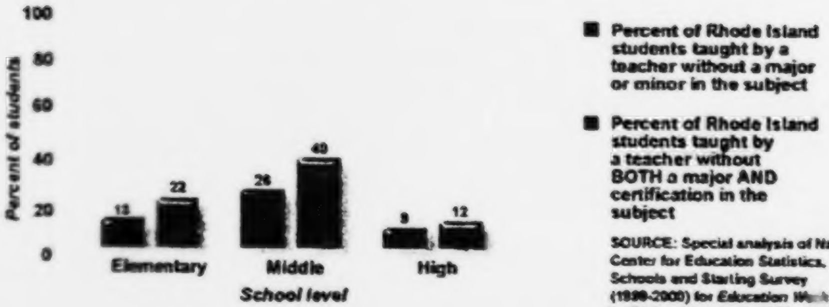

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The Teacher Gap

State Profiles

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View the percent of students taking classes with under-qualified teachers in South Carolina.

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South Carolina

South Carolina is channeling resources toward efforts to improve its teaching force overall and to draw more highly qualified teachers to struggling districts, even as it faces tough odds in some parts of the state.

For several years now, the Palmetto State has offered loans and fellowship programs designed to attract high school and college students to teaching. The state has also gone out of its way to encourage teachers to pursue national certification, through everything from loans to online help to a $7,500 annual salary supplement for instructors who earn certification through the National Board for Professional Teaching Standards.

Meanwhile, South Carolina's powerful Education Oversight Committee—which is made up of legislators, other government leaders, educators, and business executives—last year chose teacher quality as a priority issue in fiscal 2003 and agreed to push for legislation "to identify teacher needs by certification category within districts and geographic regions."

South Carolina Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	**18%**
8th graders proficient or above in math (2000)	**18%**
4th graders proficient or above in science (2000)	**21%**
8th graders proficient in science (2000)	**20%**
• **Standards and Accountability**	**B**
• **Improving Teacher Quality**	**B+**
• **School Climate**	**D+**
• **Resources: Adequacy**	**B**
• **Resources: Equity**	**C-**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

Pinpointing shortages by district and geographic area will help the state get a firm sense of which schools need which kinds of teachers, says Jo Anne Anderson, the committee's executive director. The goal is to approach problems "with concrete data rather than ... general laments," she adds.

Where teachers are fully certified, students perform better, Anderson says. And, she adds, in South Carolina, low-performing schools tend to have more new teachers and instructors with substandard teaching certificates than do their higher-performing counterparts.

"Adults make the difference," Anderson declares.

Teachers 'Out of Field'

The oversight committee is also advocating the funding of a pilot program to find ways of recruiting and retaining highly qualified educators in all schools.

In the 2001-02 school year, nearly 5 percent of South Carolina's teachers—or approximately 2,220 instructors—had some type of substandard teaching certificate, according to South Carolina Department of Education data.

VITAL STATISTICS

1,067	Public schools
46,000	Public school teachers
648,000	Pre-K-12 students
$4.7 billion	Annual pre-K-12 expenditures
45.1%	Minority students
21.5%	Children in poverty
14.9%	Students with disabilities
0.9%	English-language learners

(See "Sources.")

As is the case in many states, rural schools generally have a harder time attracting and keeping teachers, says Janice Poda, the senior director for the division of teacher quality in the state education department.

"We do find that the smaller the school is, especially in high schools, the more out-of-field [teaching] permits they have," she says.

The state also has shortages of special education, mathematics, science, and foreign-language instructors. A great majority of out-of-field teachers are currently assigned to special education, according to Poda.

She adds that the state is tracking the teacher-quality gap and will do more under the federal "No Child Left Behind" Act of 2001.

At the other end of the spectrum, the state has had impressive results with its efforts to encourage more teachers to gain the voluntary credentials offered through the National Board for Professional Teaching Standards. In fact, South Carolina had the highest per-capita rate of newly nationally certified teachers in 2001, with 928 newly board-certified instructors. Overall, there are now 2,358 board-certified public school instructors in the state.

South Carolina offers loans to cover the costs of participating in the national-certification process, and teachers who obtain such certification within three years don't have to repay the state money. The state also runs retreats and provides online help for those going through certification, and it has certification liaisons in all 85 South Carolina school districts.

In addition, board-certified teachers receive an annual $7,500 salary supplement for each of the 10 years their national certification lasts. The goal is to have 5,000 board-certified teachers in South Carolina by 2005, says P. Ann Byrd, the director of the South Carolina Center for Teacher Recruitment, located in Rock Hill.

Unfortunately, Byrd says, some of the districts struggling to attract qualified teachers are also the least aware of state initiatives designed to make their efforts easier.

That's why the center is dispatching some of its "teachers in residence" to areas where schools are having trouble recruiting educators generally and certified teachers in particular. Among the recruitment tools they'll highlight are those designed to lure future teachers, including a program to give 7th and 8th graders a sense of what the teaching profession offers.

In some places, the best plan is to help districts cultivate their own teachers from a relatively early age, rather than trying later on to draw outsiders to their schools, Byrd says.

Budget Crunch, Charter Schools

Last year, like a lot of other states, South Carolina was hit hard by a budget crunch. In a particularly dramatic turn, the legislature actually rescinded $160 million from the $2.5 billion education budget for fiscal 2002.

For fiscal 2003, the schools budget has increased slightly, to $2.6 billion. Helping out this year is an infusion of lottery money—$79 million in such proceeds earmarked for schools serving prekindergarten through 12th grade.

In addition, state lawmakers passed legislation last year establishing a committee to review charter school applications statewide and forward recommendations to local school officials. Local districts will still have the final say on whether to approve or reject charters, but legislators expect the state committee's recommendations to carry a great deal of weight.

The new law also sets funding requirements for charters, and the goal is to get the application process up and running in 2003. Currently, South Carolina has just 14 charter schools.

The legislature also voted to revise the state's new school report cards to add data on school board members' training. The 2001-02 school year was the first for the school report cards: Last year, about 70 schools out of 1,100 received "unsatisfactory" marks on the report cards, and about 200 other schools got "below average" scores.

Unsatisfactory schools receive intensive aid from the state in the form of teacher specialists, external-review teams, and other help. State officials also tweaked the report card before the start of school last fall to revise the way ratings are assigned.

—Mary-Ellen Phelps Deily

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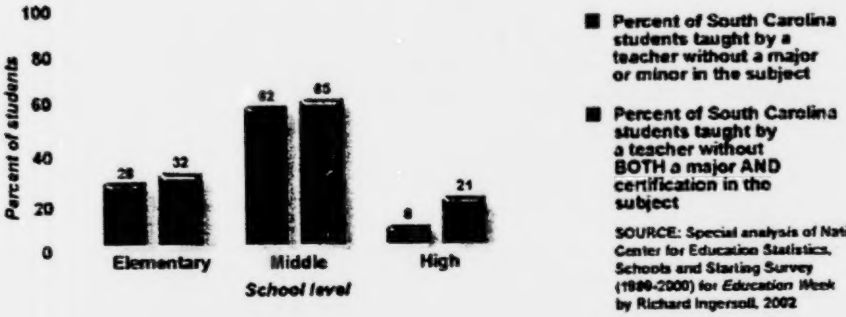

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South Dakota

Recruiting and keeping qualified teachers in the schools scattered across the South Dakota prairies—and in several sprawling American Indian reservations—is a daunting task for the state's schools. Not making the task any easier is the fact that South Dakota's teachers are the most poorly paid in the nation, according to a 2002 survey by the American Federation of Teachers.

Still, most of the state's public schools do surprisingly well in staffing their classrooms with qualified personnel, says state Superintendent of Public Instruction Ray Christensen.

In fact, he says, the state doesn't have a teacher shortage overall. The last annual survey of school superintendents, conducted in fall 2001, found just 12 unfilled teacher positions statewide.

"That doesn't speak to quality but to quantity [of teachers], but that's encouraging to me," Christensen says.

South Dakota Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	?
8th graders proficient or above in math (2000)	?
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
• **Standards and Accountability**	C
• **Improving Teacher Quality**	D
• **School Climate**	?
• **Resources: Adequacy**	C+
• **Resources: Equity**	C

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

View the percent of students taking classes with under-qualified teachers in South Dakota.

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Indeed, South Dakota's handle on teacher quality is tenuous. The state education department's office of policy and accountability, which implements the legislature's education directives, and the state board of education are devising better ways to collect data on how the state accounts for teachers, their skills, credentials, and staff development, and on the preparation of new teachers.

In its latest published survey, covering the 2000-01 school year, the state reports that 96 percent of teachers in its public schools were fully certified. The survey also found that 135 teachers were "nonauthorized," which means certified but not in all the areas they were teaching; and 98 were uncertified.

State officials say it is difficult to find qualified mathematics, science, music, and special education teachers—especially for schools in remote rural communities.

Currently, data are collected only at the state and district levels, without looking at individual schools. However, according to the latest federal Schools and Staffing Survey, 36 percent of classes in high-poverty secondary schools in South Dakota are taught by teachers who lack at least a minor in their subjects.

Tougher Requirements

Certification standards were revised in 2001 to fit with recommendations from the National Council for Accreditation of Teacher Education, to establish new subject-area endorsements that generally require more credit hours of preparation than before, and to incorporate middle school preparation into elementary and secondary program standards.

VITAL STATISTICS

756	Public schools
9,100	Public school teachers
127,000	Pre-K-12 students
$815 million	Annual pre-K-12 expenditures
13.5%	Minority students
17.6%	Children in poverty
12.9%	Students with disabilities
4.2%	English-language learners

(See "Sources.")

The state's number of newly certified teachers is more than twice that of teacher openings, according to the fall 2001 state survey by the office of policy and accountability.

In the fall of that year, the state started an alternative route to certification for career-changers who have bachelor's degrees in subjects that match shortages in a school district that offers them employment, or who have other applicable preparation or work experience within the previous five years related to those subjects.

Participants are issued two-year, nonrenewable certificates as "instructors." The program, streamlined by the state school board in August 2002, requires districts to craft professional-development plans for those teachers so they can earn a full, five-year teacher's certificate.

Beginning in July, participants must have a job offer from a district with a state approved mentoring program and meet other new requirements. The South Dakota Education Association is developing a model mentoring program based on a pilot project in the eastern part of the state. State officials are watching the model mentoring program carefully, and may seek funding from the legislature to offer broader assistance to school districts.

Technology Training

Meanwhile, the state's major professional-development effort is to help teachers learn how to use technology more effectively in their classrooms. A monthlong summer educational technology course has now been taken by half the state's 10,000 teachers and school administrators.

The technology training is an essential part of the state's long-running project to deliver an array of services—including courses and standardized tests—over high-speed computer networks that have been installed statewide.

As of last fall, thousands of students around the state were enrolled in more than 100 interactive-video courses that were run on the high-speed network; the largest portion of them—385 11th and 12th graders—were taking a dozen courses offered by Northern State University's Center for Statewide E-Learning, paid for out of state funds.

To help meet pending federal testing requirements, state officials are developing a new online test to be administered to all students in grades 3 through 8 and grade 11 beginning this spring—pending approval by the legislature.

Last year, the state board of education initiated a process of revising its academic standards, starting with language arts. The revision process is scheduled to take until June of this year, culminating with the state board vote on adoption in September.

A similar revision cycle in mathematics will start in June, followed by science, then social studies. Each review will be followed by an evaluation of the corresponding state test.

—Andrew Trotter

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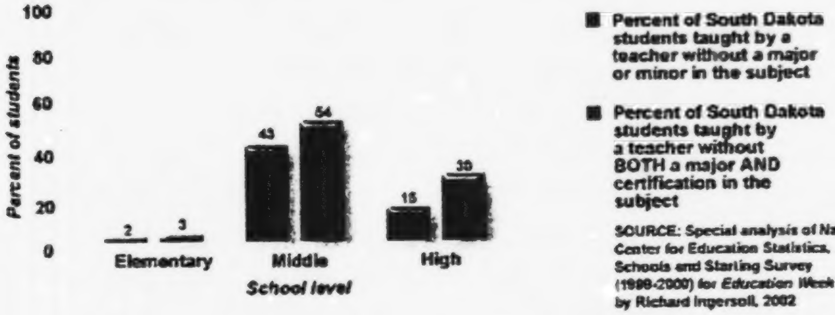

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Tennessee

The headlines in Tennessee last year told of a growing budget crisis and threats to cut the state education budget drastically in an effort to stave off new taxes.

But educators also had another pressing concern: alleviating a growing teacher shortage statewide, while working toward meeting new federal mandates on teacher quality.

Tennessee's data on teacher credentials show a critical situation emerging: The budget crisis threatens any new efforts to recruit and keep well-qualified teachers, while school enrollments continue to climb and more teachers are leaving the profession. What's more, many Tennessee districts' salaries are lower than those in neighboring states, and state leaders worry that, particularly in light of the budget situation, teachers are crossing state borders to work.

Tennessee Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

- **Student Achievement** (NAEP)

4th graders proficient or above math (2000)	18%
8th graders proficient or above in math (2000)	17%
4th graders proficient or above in science (2000)	26%
8th graders proficient in science (2000)	25%

• **Standards and Accountability**	B-
• **Improving Teacher Quality**	C+
• **School Climate**	C-
• **Resources: Adequacy**	D
• **Resources: Equity**	D+

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

Several of the harder-to-staff urban districts, including Memphis, Chattanooga, and Clarksville, are on the state's borders.

View the percent of students taking classes with under-qualified teachers in Tennessee.

Jump to this state's vital statistics.

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To help strengthen its teaching force, Tennessee is planning to phase out emergency teaching permits, tighten restrictions on out-of-field teaching, and create new alternative routes to certification.

But last year, the state saw a significant increase in the numbers of out-of-field teachers and teachers working with emergency certification. That has many Tennesseans worried.

"The state's not doing enough, primarily because of the state's financial problems," says Mary Ann Blankenship, the assistant executive director of the Tennessee Education Association. "I think [education department officials] are aware, think they're making a good-faith effort, but they just aren't funded well enough."

Last July, legislators passed, and Republican Gov. Don Sundquist signed, a budget that increased the sales tax and mainly left education funded at fiscal 2002 levels, with 2 percent salary increases for educators slated to go into effect in January 2003.

The last-ditch effort, which was a compromise hammered out after a three-day shutdown of the state government, avoided adoption of an income tax—a move most educators had supported as a means of stable, long-term funding for education.

Commissioner of Education Faye P. Taylor says that the income tax and level funding are not enough, at least where teachers are concerned. She wants a more comprehensive funding plan that will help recruit and keep teachers and provide higher salaries for educators to compete with neighboring states.

VITAL STATISTICS

1,575	Public schools
58,000	Public school teachers
938,000	Pre-K-12 students
$5.1 billion	Annual pre-K-12 expenditures
27.5%	Minority students
18.5%	Children in poverty
15.9%	Students with disabilities
1.2%	English-language learners

(See "Sources.")

"We have not cut funding for teacher recruitment and retention—we just never had it," Taylor says. "The bottom line is, we have not put any funding into incentives to get teachers to come to Tennessee, or [students] to go into the teaching field."

State leaders in the past have tried to be bolder.

One of Tennessee's largest teacher-quality initiatives, which included mentoring, supplemental funding for teachers who achieved national certification, and scholarships for exemplary college students going into the field, was included in Sundquist's Education

Improvement Act of 2001. But the outgoing two-term governor has never been able to persuade the legislature to pay for the program.

In the meantime, the state is losing an alarming number of teachers to neighboring states, Blankenship says. A teachers' union analysis of border counties in Tennessee and those states showed that, in most cases, the counties in other states paid teachers better. Tennessee's average teacher salary was about $38,000 last year.

Taylor, meanwhile, is trying to gather data on how many teachers were lost to neighboring states because of districts' fears about funding, and the legislature's delay in passing a budget. She believes that while state legislators were threatening severe cuts to the education budget, districts held off on hiring many teachers because they were worried they would have to turn around and lay those teachers off.

Further, the state saw more teachers, particularly those new to the field, leave the profession in the late 1990s than in the early 1990s, according to a 2001 report by the Southern Regional Education Board. "Retaining new teachers is a serious problem for Tennessee and other [Southern] states," the report said.

The report also concluded that while Tennessee had taken some steps and shown some small gains in hiring minority educators, more policies and actions were needed on that front.

Offering Incentives

In recent years, the state has begun offering a handful of incentives, relying on federal money, to recruit candidates, particularly minority applicants, for hard-to-fill teaching jobs.

Under one such measure, it offers scholarships for students who are seeking licensure in special education, a field that sees chronic shortages nationwide.

And the state gives local districts authority to use part of their basic aid for recruitment and hiring incentives. Some high-poverty districts with predominantly minority enrollments, including Hamilton County, which includes Chattanooga, are using those funds to attract new teachers.

It is too early to tell, though, whether those incentives are working, according to Vance Rugaard, the director of teacher licensing for the state education department.

Tennessee has also used a variety of scholarships, other financial-aid programs, and other incentives to attract minority candidates to teaching. By 2001, a total of 306 African-Americans had graduated from all the incentive programs the state has offered.

In addition, the state is expanding its system of alternative licensure. Officials are aiming to refine and significantly expand that system in the coming months. Two new certifications that the state education department plans to offer soon through alternative means are in elementary education and early-childhood education.

Departing Early

One of the most pressing problems, however, is the number of teachers leaving the field, either at the beginning of their careers or through retirement.

Between 8 percent and 17 percent of new teachers have left Tennessee schools within the first four years of teaching, according to the education department, which contracted with the Atlanta-based SREB to analyze the data. More than 80 percent of Tennessee teachers who leave the field never return.

The Tennessee department expects the need for new teaching positions to continue. Between 1994 and 1999, 5,035 new teaching jobs were created, a 10 percent increase, mainly because of enrollment growth and efforts to reduce class sizes.

Now, the SREB is forecasting that an additional 3,993 positions will have been created from 2000 to 2004, chiefly because of enrollment increases at the middle and high school levels. The state's K-12 enrollment rose 3 percent from 1995 to 1999, and Tennessee can expect it to rise another 6 percent before 2004, according to the SREB.

Bad Timing

Tennessee's teacher shortages come as states are facing new mandates under the federal "No Child Left Behind" Act of 2001. Blankenship of the Tennessee Education Association expects the state to have difficulty meeting the requirement to have a "highly qualified" teacher in every classroom by the end of the 2005-06 school year.

The state is already reporting information on teacher credentials, as the law requires. It has set up a Web site that gives the public access to basic information on the types of licenses teachers currently hold and their teaching histories by typing in individual educators' names or license number.

Tennessee also issues report cards on teacher preparation, credentials, and emergency certification for districts and individual schools.

In addition to phasing out emergency certification and tightening policies on out-of-field teaching, the state's schools are now required to draft and carry out plans for ensuring qualified teachers in their annual school improvement plans.

Such steps for raising teacher qualifications include, for example, providing professional-development activities.

Taylor, the education commissioner, is hopeful that the state can pull through. She is a board member of the Washington-based Education Leaders Council, and the group last summer awarded Tennessee and five other states grants to experiment with strategies for meeting the new mandates of the No Child Left Behind Act.

"We're optimistic at this point in time, but there's a lot of work to do," she says.

Blankenship, though, contends the state needs to show more initiative. For one thing, she says, the state needs a comprehensive program to help mentor new teachers.

And many Tennessee legislators and other observers worry that the state's budget will again face serious problems if the economy does not improve. The sales tax, they say, is not a stable source of funding in the long run, and schools may suffer the consequences.

—Joetta L. Sack

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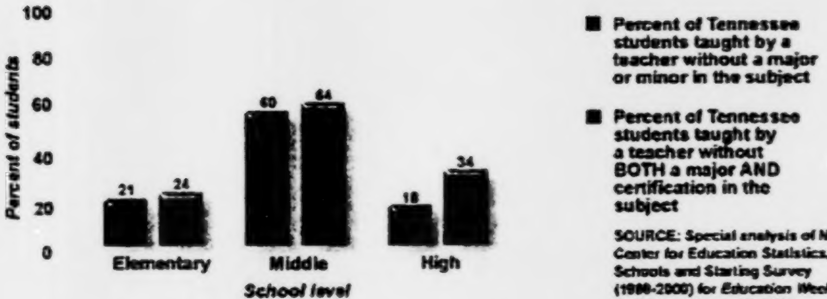

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Texas

Aside from a couple of programs, Texas generally leaves districts on their own to find ways to fill the "teacher gap."

The Lone Star State will give reading and mathematics instructors who qualify as "master teachers" $5,000 to teach and mentor other teachers on high-need campuses. But only about 1,000 teachers, in a state that employs 281,000, have reached that status since the program went into effect in the 1999-2000 school year. A majority of master reading teachers are receiving the stipends because they are teaching in high-poverty, high-minority, and low-performing schools.

The state is one of four that currently reports on the distribution of highly qualified teachers. A disparity in teacher qualifications does exist, according to Donna New Haschke, the president of the Texas State Teachers Association, an affiliate of the National Education Association.

"We know that districts put the least experienced teachers in the areas of highest need, when those schools need the most

Texas Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	27%
8th graders proficient or above in math (2000)	24%
4th graders proficient or above in science (2000)	24%
8th graders proficient in science (2000)	23%
• **Standards and Accountability**	C+
• **Improving Teacher Quality**	D+
• **School Climate**	C
• **Resources: Adequacy**	C+
• **Resources: Equity**	B-

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

View the percent of students taking classes with under-qualified teachers in Texas.

Jump to this state's vital statistics.

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experienced teachers," she says.

About one in four of all secondary school students in Texas are taught by teachers who did not earn even a minor in the subject.

New teachers in Texas can be assigned to any school in the district in which they are hired. After accruing a few years' experience, though, teachers are more likely to have a transfer request approved, Haschke says. And teachers often request transfers to high-performing, suburban schools.

Higher pay also draws top-rate teachers to those high-achieving schools in property-wealthy areas.

"If you were a high-quality teacher who was certified, where would you want to be?" says Wayne Pierce, the executive director of the Equity Center, a nonprofit group based in Austin that works to gain more funding for poor school districts.

He notes that students in those poorer districts are generally less prepared for school than ones in wealthier districts. "You have more children who need more time, and you get paid less," he says.

To get more money for teachers' salaries, Pierce says, property-poor districts sometimes resort to increasing class sizes.

Budget Concerns

VITAL STATISTICS	
7,519	Public schools
281,000	Public school teachers
4,128,000	Pre-K-12 students
$28.2 billion	Annual pre-K-12 expenditures
58%	Minority students
22.4%	Children in poverty
11.9%	Students with disabilities
13.9%	English-language learners

(See "Sources.")

A Texas educator who has at least three years' experience, completes a teacher-preparation program, serves as a mentor to other teachers, passes a master-teacher exam, and teaches in a high-need school is eligible for a bonus of $5,000 a year for up to three years, as long as the teacher stays in that position, according to Patricia Porter, a co-director of research for the State Board for Educator Certification. After three years, the bonus ends. The state does not have data on the program's effectiveness.

The first master-teacher exams were given 11/2 years ago in reading, and similar exams in mathematics and technology will be available in the summer of this year, Porter says. Gov. Rick Perry, a Republican, has said he would push for a master-teacher program in science, she adds.

The goal of the program is to keep the best teachers in the classroom, rather than see them go into administration or private industry, according to Porter. It also provides needy schools with veteran teachers who will act as mentors and thus help raise the level of all teachers in those schools, she says.

Information is not available on how many of the 1,000 teachers who have taken the master-educator exam in reading are serving in low-income, low-performing, or high-minority schools, according to Porter. The $5,000 stipends are currently available for master educators in reading. Money has been set aside for the math program, which is slated to start in the 2003-04 school year.

Porter hopes the legislature will set aside money for the technology stipends when lawmakers reconvene in January of this year. But that may be a tall order because Texas is facing a budget deficit that some estimates place at $7 billion. The state operates with a $114 billion two-year budget.

Districts, meanwhile, are feeling strapped. Many have raised property taxes to the maximum allowed by state law and are still considering reducing their teaching forces or not filling vacancies, Pierce of the Equity Center says. As a whole, though, the state is wrestling with a sizeable teacher shortage.

"The hard part is that with the economy being so low, this is going to require additional revenue through taxes," he says.

Pierce doubts that state legislators will increase taxes, or, as some have suggested, create a new statewide income tax. "It could be difficult for all aspects of the state budget" if additional revenue isn't forthcoming, he says.

"We're facing some tough economic times," acknowledges Commissioner of Education Felipe Alanis. He expects districts to come up with their own solutions to the looming fiscal problems.

Shortage Solutions

Facing huge teacher shortages, some Texas districts have implemented incentive programs, such as signing bonuses and interest-free housing loans, to help fill vacancies.

Dallas, Fort Worth, Houston, and Pasadena have set up their own alternative-certification programs to attract more people to teaching. A number of community colleges are also offering such programs.

According to state law, each alternative-certification program sets its own requirements for admission. To enter a program in Dallas or Houston, individuals must have a bachelor's degree and have earned at least a 2.5 grade point average in college.

They must also have majored in the subjects they wish to teach. In both districts, such aspirants must complete eight weeks of preservice training before they begin teaching.

The legislature approved alternative-certification programs in 1985. Since then, those programs have produced 35,000 licensed teachers. How many of them have gone to work in low-performing schools is not known.

Teacher-preparation programs, whether they are traditional ones based at universities or alternative ones, are rated by the state on the basis of their graduates' certification-exam results.

Each program must have a 70 percent passing rate on the licensing exam, or a cumulative 80 percent of its graduates must pass in two years. Last year, 10 of the 86 programs that had been rated failed to make the grade and fell under review by the state. Texas had a total of 107 teacher-preparation programs in mid-2002, but ratings are not given in a program's first year of operation.

The teacher-certification board unveiled new exams last year that are aligned with the Texas Essential Knowledge and Skills curriculum public school students must take. The board hopes to replace all current teacher exams with the new tests by 2005.

In 1999, the teacher-certification board established a mentoring program designed to keep new teachers from leaving the profession. The Texas Beginning Educator Support System, or TexBess, was financed with a three-year, $10 million grant from the U.S. Department of Education. One of the grant's requirements was that many of the new teachers must teach on high-need campuses, says Porter of the certification board.

Because more teachers who participate in the program stay in the field than those who do not, Porter adds, the state is seeking ways to keep TexBess afloat even though its federal grant has run out. The Texas Workforce Commission, a state agency that links job-seekers and employers, provided $3 million to continue the program for an additional year. Porter says she hopes that individual districts will use some of the federal aid they receive from the "No Child Left Behind" Act of 2001 to pay for the program in the future.

About 2 million students were scheduled to begin taking the Texas Assessment of Knowledge and Skills, or TAKS, a new state standardized test tied to the state's curriculum and standards, in the 2002-03 school year. The TAKS is administered in reading in grades 3-9; writing in grades 4-7; English/language arts in grades 10 and 11; mathematics in grades 3-8; science in grades 5, 10, and 11; and social studies in grades 8, 10, and 11. Students in 11th grade must receive a "satisfactory" score on the TAKS to graduate from high school.

Meanwhile, charter schools in Texas received a big boost in facilities funding last year as the result of a federal grant left over from the Clinton administration. Forty percent of the $72 million in grant money the state received went to 47 charter schools for renovations and repairs. At the same time, some charter schools have either voluntarily closed their doors or have been shut down by the state because of mismanagement. The legislature is expected to address the issue in its 2003 session.

—Michelle Galley

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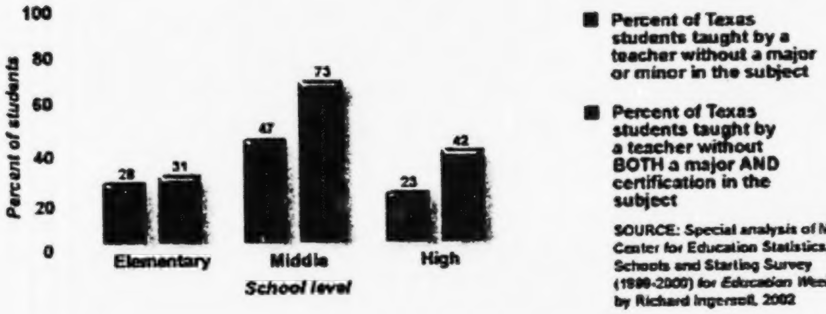

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Utah

Utah's eight education schools churn out a lot of fresh-faced new teachers. But are they highly qualified to teach in the state's disadvantaged classrooms?

The Beehive State has fewer needy urban schools than most states. But in its rural districts, ensuring the presence of well-qualified teachers as required by the federal "No Child Left Behind" Act of 2001 will be more of a challenge.

"In some of our smaller high schools, teachers teach two or three subjects that may not be related," says Gary L. Carlston, the deputy state superintendent of public instruction.

Noting that such teachers may not have the required training for all such subjects, Carlston adds: "That is a challenge where we may have to help some of our smaller schools."

But in general, state officials and other observers believe Utah is on the right track to meet the federal law's demands. "In some ways, Utah is ahead of the game," Carlston says.

Utah Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	24%
8th graders proficient or above in math (2000)	26%
4th graders proficient or above in science (2000)	32%
8th graders proficient in science (2000)	35%
• **Standards and Accountability**	C
• **Improving Teacher Quality**	D
• **School Climate**	C
• **Resources: Adequacy**	F
• **Resources: Equity**	B+

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

He points out that the state board of education adopted a goal of putting a "qualified teacher in every classroom" even before the federal law was signed last year. In addition, the state office of education has an electronic database that collects information about the qualifications of all teachers in the state.

"We know where there are licensed teachers or not," Carlston says. "That helps us considerably."

Utah has an unusually high number of teacher-preparation programs for a state its size. Eight institutions, led by Brigham Young University, graduated 2,400 new teachers in 2000-01. Half of them took jobs in Utah.

When U.S. Secretary of Education Rod Paige gave the commencement address at BYU last spring, he made a special point to commend the Mormon institution for preparing large numbers of new teachers.

Brigham Young produced more than 1,000 teacher education graduates in the 2000-01 academic year, according to the latest available figures from the state education agency, and more than 400 of them took in-state teaching positions.

VITAL STATISTICS

793	Public schools
22,000	Public school teachers
478,000	Pre-K-12 students
$2.3 billion	Annual pre-K-12 expenditures
14.1%	Minority students
12.7%	Children in poverty
11.3%	Students with disabilities
8.6%	English-language learners

(See "Sources.")

"One key issue here is meeting the demand," says Bernie Hayes, the chairman of the department of elementary education at Utah State University, in Logan. "Utah has had fairly rapid growth in its school-age population."

Because enrollment growth is boosting demand by about 330 new teaching positions a year, Utah educators say that the "production level" of new teachers must continue to grow by at least 660 annually, to account for the half that find jobs outside the state.

Despite its productive traditional programs of teacher preparation, the state has moved in recent years to embrace alternative licensure. In April 2002, the state school board approved a program that offers two alternative routes into teaching.

A teacher-candidate with a college degree who is hired by a school district may design an "individualized professional-development plan" with the help of a university instructor, a state office of education specialist, and a district representative. Or the novice can get a license by passing academic-content and pedagogical tests approved by the state board.

"We think they will be highly qualified if they take this alternative pathway," Carlston says of such candidates.

The state education office submitted its first "Report on Teacher Quality" to the legislature last summer. The report is full of references to the No Child Left Behind Act, and the state says it is incorporating efforts in teacher recruitment, retention, and professional development with the federal mandate in mind.

Utah public schools enroll nearly 480,000 students, and that is expected to climb to 500,000 by 2005 and as high as 580,000 over the next 10 years. The state's fast growth and young population led to a teacher shortage in recent years, especially in subjects facing high demand elsewhere: special education, mathematics, science, and English as a second language.

But with the economic downturn and tighter budgets, the shortage eased somewhat as districts increased class sizes and allowed attrition of personnel.

Test Delay

One challenge for Utah last year was its budget crunch, which resulted in a $21 million cut, or 1.3 percent, to education operating funds during the legislature's regular session, and another $10 million in a special session in July. Those cuts had districts considering increased class sizes and teacher layoffs as the fall approached.

The state saw a significant development last summer in its accountability program: The full implementation of the Utah Basic Skills Competency Test, which is being developed as a high-stakes graduation test, was put on hold for one year amid squabbles over its content.

A central component of the Utah Performance Assessment System for Students, or U-PASS, the basic-skills test will include sections on reading, language arts, and math. It was pilot-tested last spring, but state officials decided to put off its full implementation to refine the test and save more than $600,000.

—Mark Walsh

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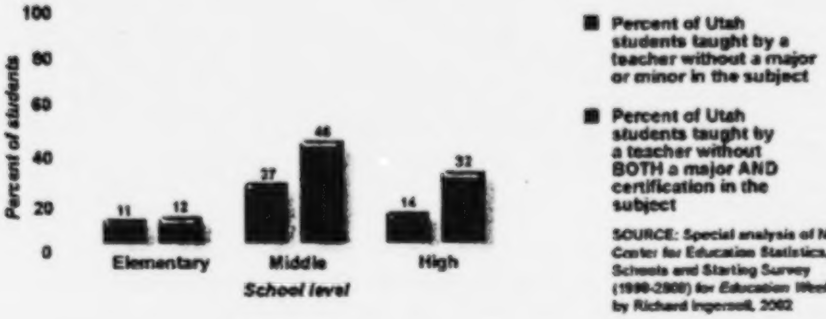

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Vermont

Vermont educators are hoping a five-year plan under development before Congress passed the "No Child Left Behind" Act of 2001 will help put a high-quality teacher in every classroom in the state.

The plan, put together by a group of government and education leaders, "is not rocket science," but a strategy for balancing the unequal distribution of qualified teachers in a tough economy, says Doug Walker, the state education department's deputy commissioner for educator quality. Its components, which were being put in final form last fall, include recruitment and retention, preparation, professional development, and mentoring.

Vermont Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	**29%**
8th graders proficient or above in math (2000)	**32%**
4th graders proficient or above in science (2000)	**39%**
8th graders proficient in science (2000)	**40%**
• **Standards and Accountability**	C
• **Improving Teacher Quality**	C
• **School Climate**	C+
• **Resources: Adequacy**	A
• **Resources: Equity**	C

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

Vermont does not report on the distribution of highly qualified teachers, defined by the state as those licensed in the subjects they teach. But state officials plan to use rosters from 2001-02 to start doing so. In the process, they expect to find out why roughly 30,000 licensed educators are listed in the record books when the state has only 8,700 on school payrolls, according to Doug

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Chiappetta, the state director of educator and school quality.

In the past three years, Vermont has struggled with an increasing number of instructors on waivers, which allow individuals to teach outside the areas in which they've been certified.

In the 2001-02 school year, about 800 teachers—roughly 10 percent of the state's educators—were teaching subjects outside their areas of expertise. The highest numbers of waivers were granted to teachers in special education and the arts.

Whether those teachers are qualified is a matter of debate.

Teachers assigned out of field are little better than unlicensed teachers, says Angelo Dorta, the president of the National Education Association's Vermont affiliate, who applauds language on teacher quality in the No Child Left Behind Act.

"A number of states have been flying under the radar a bit, including Vermont," he says, "so I'm glad [federal officials are] shutting the door on that by 2005-06, with the loss of federal funds as a consequence."

Ironically, however, Vermont almost shut the door on funding itself.

Last year, the state's outgoing Democratic chief executive Gov. Howard Dean floated the ultimately unsuccessful idea of rejecting No Child Left Behind funding, saying the cost to comply with the law might be more than the money it brought in.

Any such loss would greatly affect this small, rural state, where the annual K-12 education budget is roughly $1 billion. Vermont relies more heavily on federal funds than do most states.

VITAL STATISTICS	
353	Public schools
8,300	Public school teachers
100,000	Pre-K-12 students
$976 million	Annual pre-K-12 expenditures
3.7%	Minority students
12.6%	Children in poverty
14%	Students with disabilities
0.9%	English-language learners

Rep. Howard Crawford, the Republican who heads Vermont's House education committee, wonders how his state can compete for first-rate teachers with nearby states such as Massachusetts, which is facing a critical teacher shortage and can afford to offer much higher salaries.

The answer, some say, is to do a better job of recruiting from within the state. Online applications let schools statewide gain access to the same applicants.

(See "Sources.")

In-state recruitment presents another challenge, however. Retaining educators in the most-rural areas has been difficult, particularly with high turnover rates in leadership positions.

On average, about 25 percent of Vermont principals each year move on—some to larger schools with better pay and more sophisticated resources. (Comparable figures for teachers do not exist.)

The Vermont Education Leadership Alliance, a consortium of education associations, is using a three-year, $500,000 federal grant to support efforts addressing the principal-turnover problem, including the hiring of consultants to tackle organizational issues.

Mentoring Statewide

Just as the state must cope with high turnover among principals, its most isolated schools—typically the poorest—face the steady migration of teachers to more affluent areas. The state is keeping an eye on which schools are being left behind and which are attracting educators, so that it can discourage highly capable teachers from simply using smaller communities as training grounds.

Vermont's smaller districts typically have had trouble matching mentors with teachers, particularly those in the arts and physical education, who travel to more than one school each day. Two years ago, the state board of education passed a policy mandating that, by September 2002, every district have a mentoring program in place for teachers in their first two years on the job. The state, however, does not offer funding to districts to do so.

Separately, the Vermont World Class Teaching Project, financed through the nonprofit Vermont Institute of Science, Math, and Technology, has set a goal of putting at least one educator certified by the National Board for Professional Teaching Standards in every school.

The idea is that those teachers then would help improve the quality of mentoring, peer-coaching, and professional-development programs, among other efforts. Since October 2001, Vermont teachers earning national certification have received a $2,500 stipend. The stipend is granted annually for 10 years, when the certification expires. Nationally certified teachers also earn an additional $2,500 bonus if they mentor others in Vermont.

For the most part, teachers seeking national certification have come from the state's largest cities, which have easy access to universities—universities that often partner with nearby school districts.

Thanks to distance-learning technology in some 60 Vermont high schools, however, teachers in rural areas now stand a better chance than in the past to pursue national-board certification as well. The technology enables them to share tips and get feedback from colleagues across the state.

Cost of Compliance

One high-profile development on the Vermont education scene last year involved the federal No Child Left Behind Act. The law, which addresses teacher quality, also drew headlines for its requirements on student testing and school performance.

According to Dean, complying with the new law could hurt the state's already shaky financial situation—and would classify roughly 30 percent of the state's schools as failing. Dean, who is planning a 2004 run for president, has called the federal legislation "terribly flawed." In May 2002, the governor proposed that the state reject the federal money it would receive under the act.

Dean said he feared that the cost of compliance—which in part would require overhauling the state's student assessments—would be greater than the money Vermont would receive for improving its low-performing schools.

State officials fear that federal Title I funding for schools in disadvantaged areas would be depleted by complying with the new act. The state expects to receive more than $21 million in Title I funds in 2002-03.

But state education department officials eventually decided last June—with the governor's consent—to accept $51.5 million associated with the new law.

And, in spite of questions about the new federal law's impact on Vermont's testing program, the state education agency is continuing to develop grade-level expectations in mathematics and reading or language arts for kindergarten through 12th grade. New science assessments also are being revised or constructed for grades 5, 9, and 11; they were administered to grades 5 and 11 for the first time in 2002.

Vermont was one of only five states, meanwhile, to win a $1 million grant in 2001-02 from the U.S. Department of Education for creating innovative high school programs. The grant will support four three-year programs statewide.

—Robin L. Flanigan

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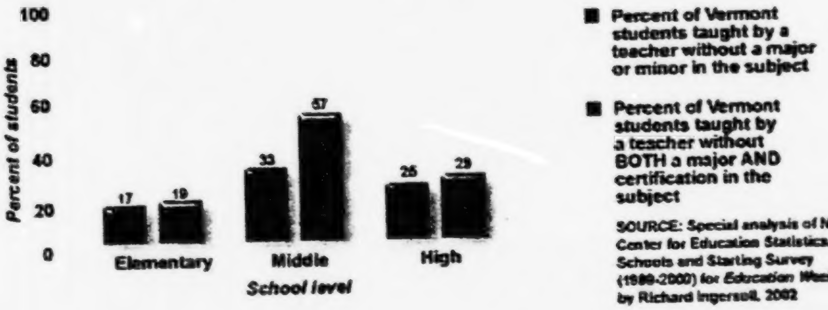

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Virginia

Virginia has spent much of the past year collecting information on the overall quality of the state's teaching force and areas of need. The information will come in handy as the Old Dominion joins the rest of the nation in trying to meet new, more rigorous requirements for teachers under the new federal education law.

A snapshot of the available data shows a mixed picture of the preparedness of Virginia's teachers.

A survey on teacher supply in 1999 showed the state with a significant but not overwhelming problem: All but about 1,000 of Virginia's 88,000 teachers had full state licenses to teach.

But the real numbers may be masked, because Virginia offers a variety of provisional licenses that allow school districts to certify their own teachers. In contrast to the 1999 survey, federal data on Virginia show that 5,800 teachers do not meet regular state certification requirements, or about 7 percent of those teaching in the state.

In addition, 31 percent of students in high-poverty schools are

Virginia Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	**25%**
8th graders proficient or above in math (2000)	**26%**
4th graders proficient or above in science (2000)	**33%**
8th graders proficient in science (2000)	**31%**
• **Standards and Accountability**	**B**
• **Improving Teacher Quality**	**C**
• **School Climate**	**C-**
• **Resources: Adequacy**	**B-**
• **Resources: Equity**	**C-**

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

taught by teachers who lack even a minor in the subject area they are teaching, according to an analysis of the 1999-2000 Schools and Staffing Survey conducted for *Quality Counts*.

More troubling, perhaps, is that one in five special education teachers in Virginia does not have full certification, according to the U.S. Department of Education. In addition, the state has not been graduating enough teachers to fill its available teaching spots. State numbers show, for instance, that Virginia's teacher colleges graduated fewer than 4,000 candidates in 1999-2000, while the state had almost twice that many vacancies—including thousands in heavily populated northern Virginia alone.

"The supply is nowhere near what the demand is," says Jean Bankos, the president of the Virginia Education Association.

Bankos and other education advocates hope to see changes in state policy that would bring more people into teaching. But, given the state's troubled economy, there is little reason to hope for immediate action in areas such as state spending on teacher salaries or recruitment.

For example, state lawmakers passed no teacher-pay raise last year. Instead, Democratic Gov. Mark R. Warner, who took office in January 2002, persuaded the Republican-controlled legislature to pass hefty budget cuts to deal with a $3.8 billion budget shortfall before passing a $50 billion state budget for the 2002-2003 biennium.

Enticing Teachers

While many educators say more must be done, Virginia has a number of programs to encourage college graduates to enter the teaching profession.

VITAL STATISTICS

1,841	Public schools
88,000	Public school teachers
1,163,000	Pre-K-12 students
$8.7 billion	Annual pre-K-12 expenditures
36.4%	Minority students
14.2%	Children in poverty
14.1%	Students with disabilities
2.8%	English-language learners

(See "Sources.")

Virginia encourages teachers to pursue National Board for Professional Teaching Standards certification, and it boasted 425 of the nationally certified teachers in its classrooms as of last year. The state provides half the application fee for teachers who wish to pursue the credential, plus a $5,000 bonus upon certification, followed by a $2,500 bonus for each of the nine years after certification.

A scholarship program also provides limited reimbursement of college tuition to teachers who fill high-need teaching slots in academic shortage areas.

The state was gathering data last fall that should give Virginia a better idea of how many unlicensed teachers it has and how much extra help it will have to provide to meet the deadline under the federal "No Child Left Behind" Act of 2001 for ensuring its classrooms have well-qualified teachers.

Finding the extra money to raise teacher salaries—even though some school districts provided modest raises last year despite the lack of state action—will be difficult for Virginia's political leaders.

Nonetheless, "the state needs to step up to the plate," Bankos says.

Hiring Binge

With 165,000 students, Fairfax County is the state's largest school system and one of the nation's largest suburban districts. The county has hired an average of about 1,800 new teachers each of the past three years—including 1,500 this school year.

"It's a pretty daunting effort for us," says Kevin North, the district's director of hiring.

Perhaps more challenging than the process of hiring so many people every year is the goal of meeting the requirements under the No Child Left Behind Act, which requires that all teachers in core academic subjects be "highly qualified" by the end of the 2005-06 school year.

Reaching that goal, North says, will "be a challenge" even for Fairfax County—an affluent suburb of Washington that offers signing bonuses, extensive support for first-year teachers, and such incentives as discounts on apartments and interest-free loans.

As in other districts in Virginia, he expects that the task of hiring qualified teachers will be especially acute in the hardest-to-fill academic areas: special education, mathematics, science, and foreign languages.

Seeking solutions to problems with teacher supply, recruitment, and retention, the state board of education and the state's higher education council formed the Joint Task Force on the K-12 Teaching Profession in Virginia two years ago.

The task force recommended in November 2001 that the state compile better data on teacher supply and quality, improve and expand teacher- training programs, and improve research on effective teaching. The panel was preparing an updated list of recommendations for state action in September.

Virginia's rural school leaders, who have their own obstacles in recruiting and retaining teachers, are moving forward knowing the challenge the new federal law poses.

Mary S. Linton, the superintendent of the 940-student King and Queen County schools in east-central Virginia, says her community has supportive parents and reputable schools, but often loses young teachers after only a year or two. Still, she remains optimistic.

"We have only one restaurant," Linton says, noting the small-town nature of her county, "but I'm not going to say we can't do it."

Changing Careers

Virginia has established a career-switcher program that allows professionals from other fields to move into teaching.

The program began in the summer of 2000 as a pilot effort to tap the expertise and abilities of the high concentrations of retired military workers around the Washington and Hampton Roads areas.

About 160 people graduated from those pilot programs, with their training paid for by the state. Almost all of them accepted teaching jobs, often in hard-to-fill slots for science and math teachers, or in needy urban schools, says Thomas A. Elliott, the state's assistant superintendent for teacher education and licensure.

Six universities and private organizations now run training academies for career-switchers across the state, and at least two counties with substantial military communities have begun their own, district-run programs, Elliott says.

The career-switchers are providing some new teacher-candidates, Fairfax County's North says. But, given the number of teachers his district has been hiring every year, greater spending by the state to promote teacher availability and training is needed to provide a substantially larger and better workforce, he adds.

And though Virginia officials brag about having the nation's highest minimum scores on the Praxis teacher examinations, North believes that the minimum scores and other factors may need to be examined to ensure the state merely has the supply of teachers it needs.

"They are trying," North says of the state's efforts. "It's just a struggle for all of us."

In another effort to help schools, Gov. Warner last summer announced his Partnership for Achieving Successful Schools. It is the highest-profile attempt by state leaders to provide help to schools listed as "accredited with warning," based on their scores on Virginia's Standards of Learning tests.

Thirty- four schools have been designated as "priority schools" and will receive technical assistance and other help, while four schools will receive more intensive, full-time help. Teams of principals, teachers, and retired educators will visit the 117 schools in the coming months, helping schools figure out their problems.

—Alan Richard

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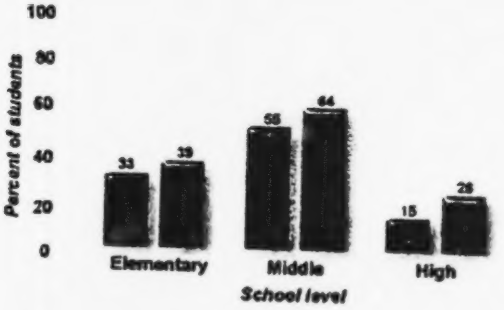

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Washington

Washington state leaders often point with satisfaction to the consistently well-qualified teachers in their school districts. Even so, intensifying staffing gaps could test their ability to maintain and improve teaching quality in years to come.

Last fall, the state's first report card since the passage of the federal "No Child Left Behind" Act of 2001 declared that, as of the 2001-02 school year, every one of Washington state's classroom teachers was fully certified, and more than half had master's degrees. Their average length of teaching experience was seven years.

None of those full-time teachers held emergency credentials—though that number excluded several thousand teachers working less than full time. Even including those, however, fewer than 1 percent of the teachers worked under emergency or provisional certification or without a required content-area credential, says Linda Wallace, the director of the Washington Professional Educator Standards Board, an advisory body created by the legislature.

Washington Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	?
8th graders proficient or above in math (2000)	?
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
• **Standards and Accountability**	C-
• **Improving Teacher Quality**	D+
• **School Climate**	?
• **Resources: Adequacy**	C
• **Resources: Equity**	C

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

View the percent of students taking classes with under-qualified teachers in Washington.

Jump to this state's vital statistics.

View all Washington data or compare data among states.

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But that high level of certification does not mean that all Washington teachers teach in the fields in which they have degrees. Many do not, especially in middle schools, where 45 percent of students are taught by a teacher having neither a major nor a minor in the subject.

Having plenty of credentialed teachers has been a luxury that allowed Washington to absorb rising enrollments in the 1990s without enacting permissive emergency-certification laws, she says. In California, by contrast, about 14 percent of teachers in the 2000-01 school year were uncertified, the state said.

In turn, Washington teachers' generally high levels of experience and skill helped the state take purposeful steps to connect teacher quality to school reform over the past decade, says Margaret L. Plecki, an education researcher at the University of Washington in Seattle.

But those steps could be undermined if teachers retire on schedule or keep drifting to other professions. Last July, the annual "Educator Supply and Demand in Washington" report, conducted jointly by the state and two employee groups, found that 11 percent of teachers were eligible to retire in the next five years. The Professional Educator Standards Board, which reached a similar estimate months earlier, said that, in addition to retirements, there are "growing numbers of teachers who are choosing to leave the profession" for other reasons.

Better pay is the main reason. For years, Washington failed to raise teacher pay to match the rising cost of living. The Washington Education Association had to fight to preserve a scheduled 3.6 percent pay raise for teachers last year, as Democrats holding the governorship and slim majorities in the legislature plugged a $1.6 billion budget hole over two years, out of a total state budget of $22.5 billion for fiscal 2002 and 2003. Left out, though, were about 25,000 teachers and other school employees, or 25 percent of the total, who lawmakers say fall outside the letter of the state education funding laws.

The economy offers little hope that pay increases can solve the state's teacher shortages—which the state reported in July were "considerable" or "increasing" in the areas of special education, mathematics, and physics.

VITAL STATISTICS

2,141	Public schools
52,000	Public school teachers
1,010,000	Pre-K-12 students
$7.3 billion	Annual pre-K-12 expenditures
25.5%	Minority students

Shortages occur statewide, but are more pronounced in rural and urban areas, the report said. Districts in 85 percent of Washington's 39 counties, for example, had shortages in special education in the 2001-02 school year. Districts in 51 percent of the counties had shortages in math—a situation not expected to change over the

13.7%	Children in poverty
11.5%	Students with disabilities
5.6%	English-language learners

(See "Sources.")

next five years.

In the report, the state's office of public instruction recommended considering use of "compensation strategies and incentives to increase the supply of educators in considerable need areas," among other policies. That could mean adjusting the school funding formula, which covers salaries of most teachers based on years of experience, regardless of geographic area or living costs.

For now, the state's new alternative-route program is beginning to place teacher-candidates who have had careers in other fields in classrooms in districts that have pressing shortages of qualified teachers. Each intern works under a skilled teacher's supervision.

And since rural areas have limited access to teacher-preparation programs, which could hamper the alternative-route program, state officials and the main teacher-preparation programs in state universities are developing courses for certification that could be offered jointly in the most isolated regions.

Boosting the Supply of Teachers

The state has adopted other policies to increase the supply of skilled teachers.

A "retire-rehire" law passed in 2001 is meant to return to the teaching corps teachers who retired early. It removes a penalty assessed to retirement plans of teachers who go back to work in schools.

Another law, passed in 2000, allows a person who has a lapsed teaching certificate and who has been hired by a school district to take two years to renew his or her content-area credential. The schools hope it will help them reclaim some of the science and math teachers that software and aerospace companies recruited in the 1990s. The dot-com bust and layoffs at the Seattle-based Boeing Corp. left many of those former educators out of work.

Recent attention to teacher quality is raising questions about the state's knowledge of teachers who were certified before 1987. Those teachers constitute up to half the teacher workforce, and changes to the certification requirements made that year and afterward were not applied to them. The changes restricted a teacher's certification to either the primary or secondary level, and began requiring an endorsement in an academic-content area.

Aside from their skills, those pre-1987 teachers are valuable administrative Band-Aids, because districts can use them to patch gaps in their teaching staffs—without having to report them to the state as teachers working outside their subject areas.

By contrast, last September, the first batch of prospective teachers took a new statewide test of basic skills—in reading, writing, and mathematics—that is now required for earning a teaching certificate. More than two-thirds of the 233 teacher-candidates passed the test.

On another policy front, the state's Academic Achievement and Accountability Commission—which is working out a system for holding schools accountable for student performance—held hearings and produced studies last year on strategies used by other states. But its proposals have not been incorporated in legislation, and the commission is reconsidering many of its ideas in light of the No Child Left Behind Act and objections from the WEA.

—Andrew Trotter

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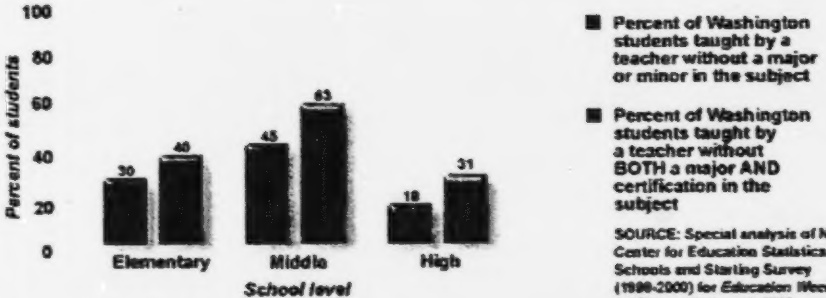

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West Virginia

More than 95 percent of West Virginia's educators are fully certified in the subjects they teach, leaving state officials confident that their state can comply with teacher requirements in the "No Child Left Behind" Act of 2001.

A 2000-01 study by the state education department found that 4.2 percent of West Virginia's approximately 20,000 teachers in kindergarten through grade 12 taught at least one course without full certification. Roughly 1 percent taught one or more courses outside their areas of expertise.

A district-by-district yearly report shows that such teachers are distributed evenly throughout this mostly rural, economically hard-pressed state. Certification problems in the poverty-ridden southern part of the state have contributed to state officials' decisions to assume control over four school districts since 1992. Of the four, two have been declared successful in addressing those problems. The most recent takeover—of the McDowell County schools in November 2001—is expected to last a couple of years.

West Virginia Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	18%
8th graders proficient or above in math (2000)	18%
4th graders proficient or above in science (2000)	25%
8th graders proficient in science (2000)	26%
• **Standards and Accountability**	C+
• **Improving Teacher Quality**	C+
• **School Climate**	C+
• **Resources: Adequacy**	A
• **Resources: Equity**	C

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

View the percent of students taking classes with under-qualified teachers in West Virginia.

Jump to this state's vital statistics.

View all West Virginia data or compare data among states.

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According to the most recent federal Schools and Staffing Survey, about 29 percent of the state's secondary students had teachers who did not major or minor in college in the subjects they teach. To become fully certified, the state requires teachers to pass tests specific to the subjects they teach.

Statewide, teachers in such subject areas as special education, Spanish, and Japanese require the most permits—a provisional authorization granted to teachers at least a quarter of the way through the certification process—and out-of-field authorizations.

The shortage of foreign-language teachers is expected to worsen. Standards adopted in July of last year require 7th and 8th graders to take a foreign language—a requirement previously reserved for high school students, notes Karen Huffman, the assistant director of the office of student services and assessment for the West Virginia Department of Education.

Despite the high percentage of certified teachers in the state, legislators passed a law in 2002 demanding better continuing education and staff-development programs. State administrators tout existing training academies for principals and teachers, but members of the legislature want to give teachers more help in preparing students for state exams.

"The way it was before, the only staff development we gave as far as testing was, 'Here's the test. Here's what you do,' " says state lawmaker Jerry Mezzatesta, the Democrat who chairs the education committee of the House of Delegates. "We said the old way of doing business is not acceptable. There's not enough accountability."

Under the new law, school boards and the state education department together will develop more stringent teacher-training programs and analyze state student assessments to identify which classrooms performed poorly.

VITAL STATISTICS

794	Public schools
20,000	Public school teachers
281,000	Pre-K-12 students
$2.5 billion	Annual pre-K-12 expenditures
5.3%	Minority students
24.2%	Children in poverty
17.6%	Students with disabilities
0.4%	English-language learners

Unlike many states, which are struggling to keep up with larger student enrollments, West Virginia has seen its pupil population shrink at a rate of 1 percent to 2 percent every year, a trend that started in the 1960s and shows no sign of ending. The overall number of teachers in the state, 19,918 in 2001-02, is shrinking as a result—down 5 percent in the past decade—with many schools announcing layoffs annually.

Legislation passed in 2001 set up a statewide job bank to help

(See "Sources.")

recruit and rehire laid-off teachers, many of whom move to special education or other specialties that are hurting for teachers. And last year, the legislature passed a law allowing up to $2,500 in moving expenses to relocate teachers whose jobs were eliminated because of a reduction in workforce.

Mentoring of novice teachers, meanwhile, is a perpetual challenge because many of the state's 55 school districts are small. A district might have only one science teacher, for example. In such cases, even if a mentor in another subject is available, finding time to meet can be difficult. Beginning teachers are assigned a mentor for one year, but the state is considering making the relationship a two-year commitment.

Code of Conduct

In other education activity, the state board of education sought to ensure safer schools by approving a new code of student conduct last year. The policy, which replaces a previous version passed in 1991, aims to curb bullying, harassment, and intimidation. It defines unacceptable behavior and the appropriate actions that school administrators should take with violators.

In August of last year, the state officially replaced its use of the Stanford Achievement Test-9th Edition with a much more expensive assessment developed specifically for the state by CTB/McGraw-Hill. Teachers, who say they had felt forced under the old system to teach to the test, applauded the change, which will take effect during the 2003-04 school year. The annual price tag is about $9 million; the old test cost the state $1.4 million.

Annual tests given in grades 3-8 will measure whether students meet national and state standards in English, mathematics, science, and social studies. High school students will take end-of-course assessments in Algebra 1, geometry, and English; freshmen and sophomores must also complete similar tests in science and social studies. Seniors, once exempt from standardized testing, will be required to take the new exams.

—Robin L. Flanigan

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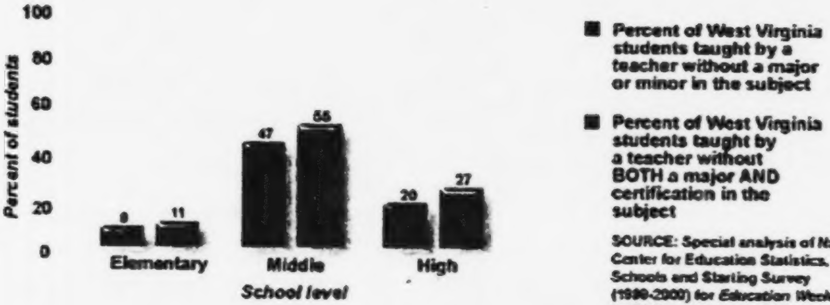

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Wisconsin

Only a handful of Wisconsin's 60,000 teachers hold emergency licenses, giving the state confidence that it can rectify that problem by the deadlines prescribed in the federal "No Child Left Behind" Act of 2001. State officials say the goal will be accomplished by strengthening the systems of teacher preparation and licensure—changes approved by the legislature three years ago and now being carried out.

Moreover, state schools Superintendent Elizabeth Burmaster says her top priority is bridging the achievement gap between poor students and their better-off peers. She views the placement of highly qualified teachers in low-performing, high-poverty, and high-minority schools as key in making headway on that front.

More- affluent communities fared better, with only 1 percent of teachers—354 people—working with emergency credentials during the 2000-01 school year.

Wisconsin Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	?
8th graders proficient or above in math (2000)	?
4th graders proficient or above in science (2000)	?
8th graders proficient in science (2000)	?
• **Standards and Accountability**	C+
• **Improving Teacher Quality**	C-
• **School Climate**	?
• **Resources: Adequacy**	A
• **Resources: Equity**	C

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

View the percent of students taking classes with under-qualified teachers in Wisconsin.

Jump to this state's vital statistics.

View all Wisconsin data or compare data among states.

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State officials say they can ensure the quality of teachers for the state's 879,000 public school students through the implementation of rigorous standards for teacher-preparation programs and the educators they produce.

Wisconsin began its push to improve teacher quality three years ago by rewriting standards for its 32 public and private teacher-preparation programs, says Peter Burke, the director of the state's teacher-licensing initiatives.

The legislature adopted standards drafted by the Interstate New Teacher Assessment and Support Consortium, placing emphasis on the performance of educators rather than the time they've spent learning their craft or the specific courses they've taken.

Education officials also began mandating that administrators of such preservice programs track their graduates' performance on the job, a mechanism that allows colleges to identify weak areas, Burke says. But higher education institutions are not required to note whether their teachers are working in high-poverty, high-minority, or low-performing schools.

Next, lawmakers strengthened the teacher-licensure system, which is scheduled to be fully in place by 2004.

VITAL STATISTICS	
2,180	Public schools
60,000	Public school teachers
879,000	Pre-K-12 students
$7.6 billion	Annual pre-K-12 expenditures
19.3%	Minority students
13.6%	Children in poverty
14.2%	Students with disabilities
3.1%	English-language learners

(See "Sources.")

Three stages of teaching credentials have been designed, and they will require educators to demonstrate their knowledge and skills through testing and portfolios.

Teachers also will be held accountable to their colleagues under a system of peer review. That is a stark change from the current system, which requires only that new teachers complete a teacher-preparation program to earn a license to practice their craft and pass a basic-skills test.

Meanwhile, teachers who want to renew their licenses must, under the current system, earn six college credits, in unspecified subject matter, every five years.

Under the new system, says Joseph Donovan, a spokesman for the Wisconsin education department, "evidence of successful performance is required for initial licensure and for continued success."

Small-Scale Programs

The state offers no incentives to attract and retain educators in high-need communities.

Wisconsin did, however, receive an $800,000 federal Transition to Teaching grant to pilot the state's first alternative-certification program this past fall. The aim is to train people from other professions for placement in hard-to-fill positions.

The Wisconsin Alternative Program for Teaching is a partnership of the state's education, veterans' affairs, and workforce departments; the Green Bay, Kenosha, Milwaukee, and Racine public schools; Marquette University; and three of the state's 12 Cooperative Educational Service Agencies, the independent agencies that provide services to schools.

The goal of the program is to convert and upgrade the skills of 80 working professionals over two years, with the expectation that they will teach mathematics, sciences, foreign languages, technology, music, or business, subjects considered hard to staff.

Participants who meet eligibility requirements will begin teaching immediately with the aid of assigned mentors. At the same time, they will be responsible for taking six graduate credits provided over the Internet. Educators will pay $1,000 for the alternative-certification program.

"We intend to use this grant to fill critical shortages in high-poverty urban and rural areas of the state and to increase the diversity of Wisconsin educators," schools chief Burmaster says. "We intend to make [the effort] a statewide program. Our goal is to have highly qualified teachers in every classroom, because that has a huge impact on student learning and closing the achievement gap."

The federal government awarded a second, $600,000 Transitions to Teaching grant to the Milwaukee public schools, the local teachers' union, the University of Wisconsin-Milwaukee, and the city's business community to continue an independent program to find and keep teachers in the state's largest urban district. Such teachers are not necessarily dispatched to low-performing, high-poverty, high-minority schools.

The aim of that program, Residency in Teacher Education, or RITE, is to license 50 middle school educators at the end of each two-year course of study, says Joan Wade, who administers the program.

Participants who have bachelor's degrees in engineering, music, art, foreign languages, computer science, mathematics, or science, and have worked as professionals for a minimum of five years in their areas of expertise, are eligible to apply.

Those chosen will then enter Milwaukee classrooms immediately and simultaneously take 100 hours of coursework online. Mentors will be assigned to help participants for two years.

The cost of the Milwaukee program to participants: $10,000 over two years. Those who complete it earn a $2,500, one-time bonus.

Prospective teachers who want to work in high-need schools can also apply to the 5-year-old Milwaukee Teacher Education Center.

The yearlong program offers those who have already obtained bachelor's degrees opportunities to enter the profession. Participants pay tuition—about $10,000—and are strongly encouraged to work in Milwaukee schools for two years. If they do so, they are eligible for a state loan-forgiveness program that offers up to $4,000 in tuition reimbursement.

Last fall, the program yielded more than 150 teachers in a district that hired 973.

Graduation Test Delayed

Despite such attempts to improve teacher education and licensing in Wisconsin, critics say the strategy will not work to ensure that the neediest children receive the most capable teachers.

While changes in both areas are important, "Wisconsin does not build in the kind of incentives that would get teachers into [needy] classrooms," says Alfonzo Thurman, the dean of the school of education at UW-Milwaukee.

Although the state's traditional teacher-training programs produce enough teachers to fill vacancies in all Wisconsin communities, educators don't choose to work in the neediest schools, he says.

They choose suburban jobs where pay and working conditions are superior, or they opt out of the profession entirely to raise families or pursue a different career path.

Teachers need "more money and more help," Thurman contends. "Having someone to work with them on a daily basis for a couple of years would go a long way in helping to stabilize ... the hiring in these schools."

In other education news this past year, the legislature agreed to delay the implementation of a controversial high school graduation test until spring 2004 in an attempt to save money during a fiscal crisis.

The exam, which will be used to gauge the knowledge of sophomores in English, science, social studies, and mathematics, was to have been piloted in the spring of 2002.

No other funding for K-12 education was cut from the fiscal 2001-2003 biennial budget, despite a $1.1 billion deficit in the state's $11 billion budget.

—Julie Blair

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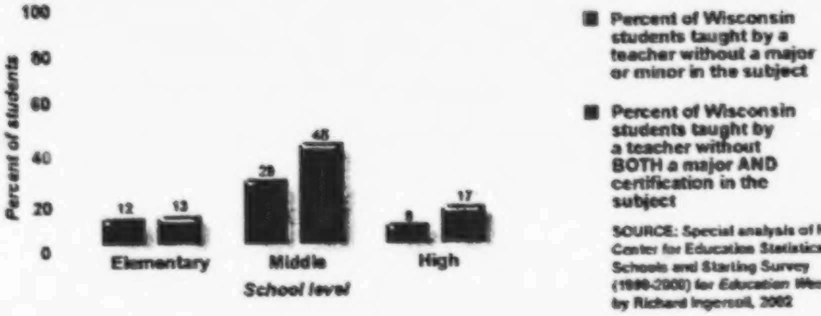

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Jump to this state's vital statistics.

View all Wyoming data or compare data among states.

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Wyoming

In Wyoming, which has been tracking the distribution and qualifications of its teachers by both subject and district since 1996, rural school systems are having an increasingly hard time attracting teachers. Shortage areas include special education, foreign languages, journalism, and vocational specialties.

The state requires districts to report details of all teachers' credentials, where they teach, and what they teach, and it uses the data to determine district accreditation. A district with even a single teacher teaching outside his or her subject area, without an approved plan to become licensed, could lose state aid. But Wyoming officials have never had to take such a drastic step.

Wyoming Report Card

(Click on the table names to see the 50-state tables; click on grades to see the data behind them.)

• **Student Achievement** (NAEP)	
4th graders proficient or above math (2000)	25%
8th graders proficient or above in math (2000)	25%
4th graders proficient or above in science (2000)	33%
8th graders proficient in science (2000)	36%
• **Standards and Accountability**	D-
• **Improving Teacher Quality**	D-
• **School Climate**	C+
• **Resources: Adequacy**	A
• **Resources: Equity**	C

NOTES: State grades for resource equity are based on 1999-2000 data, the most recent available.
? indicates data for this category were not available.

"Geographically, we see small schools where an individual has to teach more than one subject area," says Linda Stowers, the director of Wyoming's professional-teaching-standards board, noting that shortages are linked to districts' isolation rather than students' poverty or ethnic backgrounds.

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A report on teacher supply and demand across the state's 48 districts was prepared by MCREL, a Colorado-based research organization.The information has been shared with individual districts, the legislature, and the University of Wyoming, which runs the state's only approved teacher-preparation program, and is available to the public.

While 95 percent of the teachers in Wyoming would be considered "highly qualified" under the federal "No Child Left Behind Act" of 2001, state officials are concerned about some of the teachers who are working toward licensure through alternative routes, Stowers says.

According to figures available in 2002, Wyoming had 298 teachers teaching outside their fields of subject-matter expertise, all of whom were working toward certification under an approved plan. State officials said the number was higher than in previous years.

In seven districts, more than 10 percent of teachers were either not fully licensed or were working toward licensure in another subject.

Recruiting Initiatives

To help recruit and keep teachers, Wyoming has set up three professional-development schools in the high-poverty areas of Cheyenne, Rollins, and the Wind River Indian Reservation that aim to attract people from other professions into teaching.

Since 1999, the state has struggled to launch those schools, which require both experienced teachers and university faculty members to operate. Wyoming plans to expand the program, currently financed by a three-year, $3.1 million federal grant, in 2002-03.

VITAL STATISTICS

387	Public schools
6,700	Public school teachers
88,000	Pre-K-12 students
$720 million	Annual pre-K-12 expenditures
12.1%	Minority students
15.4%	Children in poverty
12.9%	Students with disabilities
2.4%	English-language learners

(See "Sources.")

The state also has approved a number of alternative routes for teaching, some of which Stowers fears might not pass muster under the new federal requirements. Wyoming allows teachers who already have a license in one subject to expand their certification to a new area through a "collaboration plan." A teacher already certified in the area of interest collaborates with the teacher seeking certification to help him or her acquire new academic-content knowledge and classroom expertise.

Teachers in the program are

given temporary waivers and have three years to become fully certified in their new subjects. They are evaluated every year to make certain that the students they are working with show enough progress.

While the collaborations are a popular way for teachers to gain certification in numerous areas, Stowers says, they are considered emergency waivers.

Because the new federal requirements bar states from using waivers, Stowers says, the state will have to make it clear that such teachers are, in fact, on a route to certification so that the state meets federal guidelines.

To help districts that can show critical teacher shortages, the state also issues temporary teaching permits to people with bachelor's degrees. Those teachers must have detailed plans showing how they intend to develop their content knowledge and pedagogical skills, and their districts must provide plans for their supervision and professional development.

The new teachers are subject to yearly evaluations and can be denied renewal of their waivers if students are not progressing well in their classrooms. Wyoming leaders also hope the federal Troops to Teachers program, which has a regional base at Montana State University to recruit former military personnel into teaching, yields teachers for their state.

Finally, the state is considering using distance learning and online options as a way to offer teachers professional-development classes and university coursework statewide.

Teacher Testing

But one of the biggest impacts of the No Child Left Behind Act will be the advent of mandatory teacher testing, state officials say. Wyoming has never required such testing, but now will explore local and national teacher tests to comply with the federal regulations under the law.

"They're just not a good indicator," Stowers says of teacher tests. "Teacher quality doesn't come from a test. All a test shows is that on that day, an individual knew the data on the test and was able to pass it."

Scott Marion, the state director of assessment and accountability, agrees.

"People want teacher testing in subject matter because it sounds like a good idea," he says. "However, intuition and data don't always go hand in hand."

But some education leaders point out that the state needs some type of quality control as it scrambles to fill its classrooms.

Gary McDowell, the president of the Wyoming Education Association, says that the increasing number of teachers entering the field through alternative routes raises some concern.

"The fact is, we are a teacher-importing state," he says. "Despite declines in student enrollment, we need teachers, but we are not producing enough graduates into the education field."

Drawing teachers to rural communities can be a problem, Stowers says. The state does not offer incentives for teachers to work in such areas, but many districts tempt teachers with signing bonuses, housing assistance, and tuition reimbursement. There is no solid evidence, though, that such incentives are working, state officials say.

McDowell argues that teacher-salary levels in Wyoming make it hard to attract educators.

"Our salaries are not competitive with others in the nation," he says, citing data from the American Federation of Teachers ranking Wyoming 42nd among the states in 2000-01 and 35th in 2001-02.

On another front, Wyoming has finished a review of academic standards for students in English, science, and social studies. This past fall, the state was scheduled to begin its review of standards for mathematics, foreign languages, health, and elementary education.

The state also is grappling with how best to prepare middle-level educators, particularly in subject knowledge. In addition, it is overhauling its assessment system this year, with plans to begin testing in grades K-7 and 11 by the 2003-04 school year.

The state already tests students in grades 4, 8 and 11. While the new federal education act requires testing in reading and math in grades 3-8, Marion, the state director of assessment and accountability, says it made sense to add testing in grades K-2 as well, since tests needed to be developed for the upper grades anyway. A realignment of teacher standards will also take place in 2002-03.

And Wyoming is prepared to keep its 88,000 public school students safe, officials there say.

Gerry Maas, the state director of health and safety, says the state issued a crisis manual to all districts in November 2001 and has devised a safety drill practiced by students every month in case of a terrorist attack or a situation involving a bomb or a gun.

—Marianne Hurst

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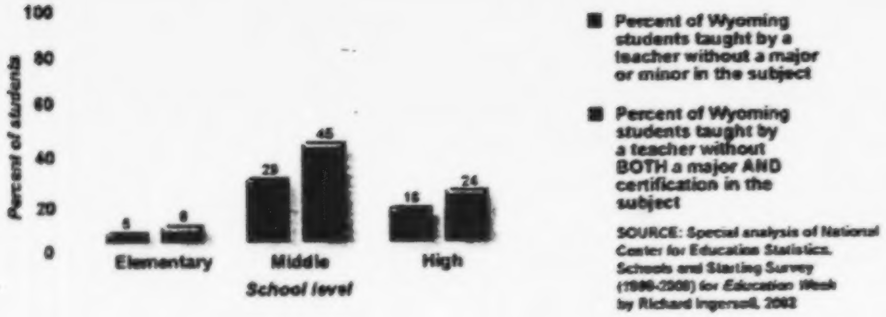

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